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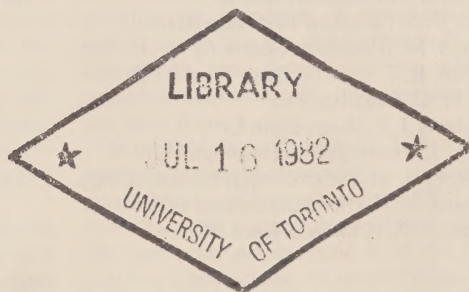
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Legislature of Ontario Debates

Official Report (Hansard)

Standing Committee on Social Development

Estimates, Ministry of Community and Social Services



Second Session, Thirty-Second Parliament

Wednesday, May 19, 1982

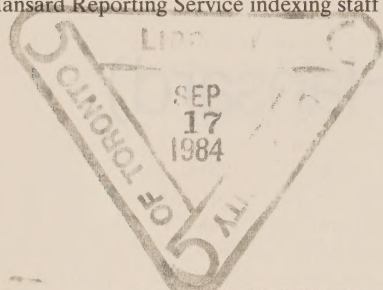
Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Wednesday, May 19, 1982

The committee met at 2:11 p.m. in committee room 2.

ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES

Mr. Chairman: I see a quorum. Today we will be dealing with the estimates of the Ministry of Community and Social Services. I believe you all have copies of the briefing book and estimates before you. We will begin, as normal procedure requires, with an opening statement from the minister, followed by the opposition critics on this committee.

Hon. Mr. Drea: Thank you, Mr. Chairman. Before I start, for the purposes of Hansard, I would like to introduce my new deputy minister, Mr. McDonald.

As we open our discussions today on the 1982-83 estimates of the Ministry of Community and Social Services, I would like to review some of the directions and accomplishments of my ministry. I believe a ministry such as this can only operate effectively if it does everything in its power to integrate the programs it is delivering and to ensure it is appropriately represented at the community level. In the last decade the ministry has taken some major steps towards integration. In 1974 all programs for the developmentally handicapped were transferred to this ministry. In 1977 the children's services programs were amalgamated into the Ministry of Community and Social Services.

Over this period the ministry has expanded enormously, both in terms of staff and budget. It has a budget now consisting of \$2 billion to meet the needs of children, the physically disabled, the developmentally handicapped, those on income maintenance programs and our senior population.

Over the last two years we have integrated the senior management structure of the ministry and further developed our community presence. We have 12 major area offices and 74 local offices within our four regions where our staff meet with municipal staff and community agencies on a daily basis. Budgets and program responsibility are delegated to the regional and area offices. I believe that through this process the potential for working together at the local level

and for making this ministry the ministry of the community is being demonstrated.

When we discussed our expenditures last fall, we were dealing with our printed estimates for 1981-82 of \$1.654 billion. Our printed estimates for 1982-83 forecast expenditures of \$1.972 billion. This figure includes increases we received during 1981-82 from supplementary estimates of \$34 million in the fall of 1981, \$43 million in the spring of this year and \$37 million for additional expenditures. These increases were principally allocated to increase social assistance allowances and services to the mentally handicapped, both adults and children, bringing last year's actual spending to \$1.769 billion.

For the benefit of the members of the committee, I would like to highlight what we will be doing this fiscal year. My ministry will continue to take major steps in ensuring that community programs for the developmentally handicapped are a high priority. Community services to this clientele have been expanded as a result of a continuing policy of the government of Ontario which favours, where practical and possible, the provision of community living opportunities for the developmentally handicapped. In fact, there has been substantial growth in our community living program in the last several years.

In the past six years, from 1977-78 to 1982-83, we have increased our spending on community mentally retarded programs from \$25.1 million to \$101.2 million, an increase of approximately 300 per cent. An example is in the area of children's and adults' accommodation. At the beginning of 1977-78, 1,416 beds were available. By the end of 1982-83 residential places will increase to a total of 4,061. During the same time period the number of clients served in the community by our adult protective service workers will have increased from 4,915 to 6,688.

I am pleased to report that with regard to our mental retardation community programs the district working groups have been in close liaison with ministry representatives for several months to develop new initiatives for the developmentally handicapped. We are making steady progress across the province in assisting local agencies, including associations for the

mentally retarded, to develop community resources for developmentally handicapped children and adults. These programs cover a wide range of services, including community accommodation, sheltered workshops, adult protective service workers, life skills, infant stimulation programs and other community support projects.

In addition to these initiatives, I have personally opened three new projects within the last few months. In the town of Mountain Grove, the North Frontenac Association of the Mentally Retarded opened a new location for life skills programs which will allow them to increase their capacity from 15 spaces to 22. At Fort Erie, the Peace Bridge Association for the Mentally Retarded turned the sod for a new building with a workshop which will have an expansion capacity of up to 50 spaces; and just last month funding was given to the North Grenville District Association of the Mentally Retarded for an ARC Industries workshop near Kemptonville which will provide 35 spaces.

Since the beginning of the year there have been 30 projects approved in the north. For example, Northern College in Timmins will establish one adult protective services worker program serving approximately 50 adults and a life skills program for eight adults. The board of the Cochrane-Timiskaming Resource Centre will open a group home for six adolescents; the Patricia Centre for Children and Youth in Dryden, a mental health centre, will expand its infant stimulation program within Dryden and into Sioux Lookout. This program will provide direct assistance to parents by teaching them to stimulate their children through therapeutic play and exercises, thereby maximizing their child's learning potential.

In the southwestern region we have already approved the funding of 35 children's and adults' programs. One of these programs is the expansion of the Essex Association for the Mentally Retarded adult community living program. This expansion comprises a life skills training program for 20 adults, a workshop program for 15 adults and an additional home offering special support to five adults.

In the southeastern region our office is in consultation with Kingston's Ongwanada Hospital in the design of a community life program for its residents. This plan will be ready for implementation in June 1982, at which time we anticipate a number of new community residential and support programs for both developmentally handicapped children and adults.

Allow me to give you some additional examples of programs approved for implementation this year in the southeastern region. In Kingston an early childhood screening program for children will be operated jointly by the Leeds and Grenville Associations for the Mentally Retarded, the local board of education and the local public health unit. This program will provide screening for children up to the age of five years in order to identify potential developmental delays and, where appropriate, will refer children to a program which will provide the necessary information and training to assist them in overcoming that delay.

In Ottawa, programs such as the L'Atelier, a workshop for developmentally handicapped adults, have been approved. This program, for francophone clients currently sponsored by the Ottawa and District Association for the Mentally Retarded, will expand its operation from eight to 13 spaces and will include new components of assessment and work adjustment training.

In the Peterborough area an example is the home support program under the sponsorship of the Oshawa and District Association for the Mentally Retarded. Behavioural management and training assistance is provided to parents of developmentally handicapped children in their own homes.

2:20 p.m.

In the central region we have already approved the implementation of 23 projects. Our commitment includes the expansion of a residential apartment program in Barrie for four adults, which will be established by the Dufferin Association for the Mentally Retarded, and a group home for six multiple-handicapped children in Toronto, sponsored by the Metropolitan Toronto Association for the Mentally Retarded.

Other Toronto programs include the expansion of the children's support services program by the introduction of an after-school care parent relief program at the Columbus Centre and a pre-school integration consulting service for MR day nursery children to be operated by the Metro Toronto Association.

In addition to these initiatives, there are numerous other projects which have been recommended by the district working groups. Many of these will be implemented as soon as plans are ready. I will be happy to discuss the full range of these projects when we reach that point in our discussion of the estimates. I would also like to report briefly on two projects which are currently under way in this ministry, the

special needs/services project and the triministry project.

In the special needs/services initiative, 1,678 special needs agreements were signed last year, which represent more than 80 per cent of all children currently in residential care. In addition, 861 special services requests, ranging from special equipment, such as inserts for wheelchairs, to specialized training, including speech therapy and self-feeding techniques, were funded and a total of \$2.1 million was spent on this initiative.

Special needs agreements are now routinely signed on admission to facilities and residences and most special services agreements are finalized within 60 days. As a result of the special services agreements for their developmentally handicapped children, parents have become much more involved in treatment plans. This process has also helped to better relationships between parents and the staff of facilities and residences.

This summer, with the continuing support and involvement of the Ontario Association for the Mentally Retarded, a second phase of the project will be implemented which will meet the special needs of developmentally handicapped children who are living at home. Special services and equipment will be provided, which will give additional, much-needed assistance to these parents.

The triministry project is a co-operative effort on the part of the Ministries of Health, Education and Community and Social Services, with the support of the Ontario Association for the Mentally Retarded and the Ontario Nursing Home Association. The project was designed to assess the needs of developmentally handicapped children and adults in nursing homes and homes for special care. Based on these assessments, the project will provide developmental training, education, social and recreational programs to individuals.

To date, more than 1,500 of the total 3,000 residents have been assessed, including all children and adolescents under 21. Assessments for the 22 to 55 age group are in progress as well as a sampling of the older population.

Developmental programs have been implemented for some 250 clients, including the purchase of services and program equipment where necessary. I am pleased to report that both projects are progressing well.

Mr. R. F. Johnston: Is it not 18 months or more since that was initiated?

Hon. Mr. Drea: Yes.

Mr. R. F. Johnston: Is that as far as he has got?

Mr. Chairman: Can you hold your comments for later, Mr. Johnston?

Mr. R. F. Johnston: I will try to control myself.

Hon. Mr. Drea: It is a lot better than you forecast.

I would now like to turn to another major area in my ministry, our income maintenance programs. We are reaching the \$1 billion mark in providing allowances and other benefits to the disabled, the elderly, sole-support parents, those in temporary ill health and the unemployed. Our family benefits program is currently providing allowances to 122,000 individuals and families and the number of general assistance recipients exceeded 91,000 in the month of March 1982.

In our efforts to make income maintenance more responsive to individuals and their needs, my ministry will finalize the transfer of decision-making to the area and local offices this year. The first phase of the decentralization process, whereby case load management decisions are made locally, was completed last year. The second phase, which will result in the transfer of all records to our field offices, will be completed by this December.

I am pleased to report that phase two has been completed in the districts covered by our seven area offices, Barrie, Timmins, Kingston, Thunder Bay, Sudbury, Hamilton and Waterloo, and that we are right on schedule for the implementation of the phase two process in the remaining five area offices, Ottawa, Windsor, London, Toronto and Peterborough. Consequently, beginning in the calendar year 1983, all decision-making responsibility relating to the eligibility of clients will have been transferred to the area or local office level. This will mean much more efficient and timely delivery of service to our clients.

We are doing a lot of work with computer systems to help us meet our objectives for a more responsive income maintenance system in Ontario. Over the past year 12 additional municipalities have joined our computer system, bringing the total number of municipalities on the system to 25. As a result, the percentage of general welfare assistance recipients covered by the municipal computer system has risen from

58 per cent as of March 1981 to 73 per cent as of March 1982.

Last year, as some members will recall, I announced the concept of transferring the delivery service for able-bodied recipients to our municipal partners. I pointed out that our social assistance case load is composed of three basic groups.

The first group is made up of the sick, the disabled and the developmentally handicapped, many of whom have no access to an independent source of income. As far as I am concerned, these people will be treated as pensioners, rather than as recipients of social assistance. In addition, we will continue to enhance their opportunities for participation in daily community life and for the full development of their potential through specialized, provincially funded programs.

The second group consists of able-bodied, employment-ready recipients who are usually on assistance for a short period of time. These people are mostly on general welfare assistance. Our expectations with respect to these recipients always have been up front. Society will assist them as long as it is satisfied that they are actively looking for work.

The third group is composed of able-bodied recipients or spouses who require some kind of support service in order to become self-sufficient. These types of cases are found on both the provincial and the municipal case loads, the majority being on family benefits. It is the service responsibility for this third group which we would transfer to the municipalities. In the intervening period some questions have arisen about our intent. In this regard, I would like to take a moment to clear up any confusion surrounding this project.

I believe it is important to clarify from the outset that the planned transfer of responsibility for sole-support mothers from the province to municipalities does not mean and has never meant that mothers now in receipt of family benefits would be moved back to the general welfare assistance program. I can understand how this confusion may have arisen in the sense that the family benefits program would be administered by the municipalities. However, I would like to categorically state that sole-support mothers will not be moved to the general welfare assistance program.

Why are you applauding, Mr. Boudria? You asked me the question in supplementary estimates and I answered it back in March. Do you want to read it again?

Mr. Boudria: No. I was there when you looked at it. I will cover it in my remarks. I do not intend to interrupt you.

Mr. Chairman: We have all made note of his positive responses, Mr. Minister.

Hon. Mr. Drea: I thought that was your line. You made a career out of it.

Mr. R. F. Johnston: I do not speak to as many groups.

Hon. Mr. Drea: You probably do not get invited to many.

Mr. Chairman: Mr. Minister, can we proceed with your statement?

Hon. Mr. Drea: The reason behind my announcement of the transfer of responsibilities for sole-support mothers on family benefits to the municipalities is to eliminate the confusion and costly duplication of service caused by two administrative structures at two levels of government delivering benefits to essentially the same target groups.

The principal purpose of the transfer is to eliminate the duplication and to realign social assistance programming in such a way that the municipalities will have responsibility for all recipients who may be able to benefit from employment services geared to assisting non-disabled recipients to self-sufficiency. The province will continue to administer programming to handicapped persons and will be responsible for any specialized employment services which they may require.

In regard to the realignment of social assistance recipients according to their potential for self-sufficiency, it is my intent to introduce various types of employment support services in order to provide sole-support mothers a real alternative to life on social assistance. Ironically, many of the letters I have received have requested that sole-support recipients be permitted to retain the ability to choose between family benefits and self-sufficient employment. However, even though this choice may exist in legislative form, it is somewhat meaningless without the necessary supports.

2:30 p.m.

Since my announcement we have been working with a number of municipalities and have had discussions with other municipal representatives on the best way to proceed. We are currently in the process of finalizing plans in this area, and I intend to make a further announcement in the very near future.

Members will recall that last fall I announced

a two-step plan for an expansion of the guaranteed annual income system for disabled people to include more than 25,000 family benefits recipients now classified as permanently unemployable, thus increasing the number of recipients on disability benefits to 57,000. This expansion, which will result in substantial increases in the allowances of permanently unemployable persons, will ensure that all handicapped adults receiving provincial social assistance will be eligible for a guaranteed annual income at the higher Gains level.

The first phase of the expansion, which took place in November 1981, provided increases to all permanently unemployable clients only one month after a general rate increase of eight per cent in October 1981. In March of this year we increased income assistance to approximately 1,600 single women recipients between the ages of 60 and 64. This action brings benefits to this group to a par with the increased rates awarded to permanently unemployable recipients last November.

The second phase of the expansion, which will take place in November 1982, will mean that all persons classified as permanently unemployed and all single women between 60 and 64 will receive an adjustment bringing them to parity with Gains-D.

In addition, all family benefits and general welfare recipients with private market accommodation may be eligible for shelter subsidies. These shelter subsidies also extend to permanently unemployable persons and 60-to-64-year-old women who receive the additional increases I mentioned above. In preparation for this change, and as we discussed in the estimates last fall, we are currently reviewing the whole question of definitions as well as the decision-making process as it relates to the role and composition of the medical advisory board. We intend to ensure this review will coincide with the rate adjustments scheduled for November 1982.

Members will be interested in my ministry's response to the passage of the Ministry of Education's Bill 82. My staff has been working closely with the Ministry of Education in reviewing its implementation. The objective is to ensure that treatment programs and educational programs for children with special needs are viewed as interdependent and are planned together.

Regulation changes to the Vocational Rehabilitation Services Act were implemented in January 1982 in order to permit a planned

phase-out of vocational rehabilitation service involvement in special education by 1985. These changes support the Ministry of Education in realizing "universal access of all Ontario school age children to publicly supported education regardless of the pupil's special needs."

Members may be interested in knowing that at present my area office staff are working closely with the Ministry of Education on its implementation teams in reviewing the special education plans by local boards of education.

This government has shown its deep concern for the welfare of the seniors in this province in many ways and my ministry has played a lead role in providing support services. For the past few years we have given priority to the development of a new policy framework for the provision of services aimed at maintaining aged and disabled persons in their own home for as long as possible and when appropriate and avoiding unnecessary institutionalization. Members will remember that last October I outlined the first of a number of initiatives to be undertaken in this area—an integrated homemaker services project to be developed in co-operation with the Ministry of Health. This new homemaker program has four major objectives.

It improves the availability of and accessibility to homemaker services for all frail aged and adult physically handicapped persons by, in effect, providing one-stop shopping and service.

The new program will provide the same homemaker service which is currently available through home care to eligible persons who do not require medical services.

It improves the terms under which homemaker services are provided, for instance, by increasing significantly the maximum number of hours of service.

The program will gradually relieve municipalities of the homemaker cost for these two target groups, and it is anticipated that these funds will be available for the enrichment and enhancement of other municipal support services for the elderly at the community level.

Mr. Chairman, I would like to inform you of our progress to date. A joint team from the Ministries of Health and Community and Social Services has developed implementation plans. The first round of consultation with those agencies directly affected by the change has taken place and further detailed consultation will take place with the areas where the program will be implemented.

One of my ministry's priorities this year is to increase the availability of voluntary home

assistance services. Let me give you an example of the type of program dedicated to supporting seniors in their own homes. In the central region funds were made available to the city of Barrie for a research study of educational and cultural opportunities for seniors. In Metro Toronto home support services were expanded through the Good Neighbours Club for food and life line programs. In the east the Kingston senior volunteers in service program was expanded by 50 per cent. A home support conference was funded and organized for agencies in Peterborough and Kingston.

Accomplishments in the southwestern region included the following: Woodstock Elderly Persons Centre was approved and started to receive its operating subsidy; both Lucan and Tillsonburg initiated meals-on-wheels programs; the Essex Retirees Club expanded its wheels-to-meals program to include meals-on-wheels; in the region of Waterloo, St. Luke's Place Centre Home for the Aged created a senior citizens day care program.

In the north three new home support programs were initiated at Sioux Lookout, the settlement of council of Webequie and at Muskrat Dam and the new elderly persons centre is functioning in Fort Frances.

I intend to ensure that similar programs are made widely available. Priority will be given to meals programs, companionship-security services, necessary transportation for medical appointments and advisory services. Seniors themselves will be encouraged to volunteer their time to help other seniors.

In our central region the Toronto area office has developed a volunteer group of 25 senior citizens to help their fellow seniors with advice and information. In 1981, 7,959 calls were successfully handled. As well, the senior volunteers in service program was supplemented with the development of an orientation manual. This manual provides considerable support to volunteers who are just becoming involved with the program. I would like to take this opportunity to express my sincere appreciation to the volunteers who provide these services to help others in their community.

Members will recall that in the spring of 1981 we announced a \$40-million, five-year program to expand, replace and renovate homes for the aged. I know the members of the committee can appreciate that projects of this magnitude require sufficient lead time for implementation. I am pleased to let you know that our commitments are being met and the projects are on schedule.

There has been a deliberate attempt to schedule construction projects so that work continues during the winter months.

The Independent Order of Foresters Home in Barrie is well under construction with some renovations and additions to the existing facility. An additional 40 beds will be made available to cover the requirements of this home. In Grey county we have concluded with the municipal authorities that the home in Markdale, Grey Owen Lodge, will be upgraded and renovated and a new home will be established in Durham. Construction will commence this year.

The Salvation Army Eventide Home in Niagara Falls requires complete replacement of a building some 60 years old. The construction of the new modern facility is now under way. Capital grants have been made to the Ivan Franko Home for the Aged in Mississauga and to Providence Villa in Scarborough for additional beds. In North Bay, at Casselholme, extensive upgrading of residential areas to meet the needs for privacy in accommodation and washrooms has been undertaken.

These projects will give the committee some idea of the scope of this undertaking. There are many smaller projects which are under way to ensure the safety of our residents and to improve the quality of life. Planning and consultation are continuing with municipalities and charitable organizations across the province on many other capital projects.

I would like to talk for a few moments about the Young Offenders Act and its implications for this province. For the past decade the federal government has been working with the provinces on legislation affecting young offenders. Now, at the last minute, the federal government has decided to include substantial changes.

I will not attempt to list the many amendments contained in Bill C-61. The major change is in raising the age from under 16 to under 18. The Commons committee on justice has completed its clause-by-clause review of the bill, the Commons has passed the bill, and there is no doubt the bill will have royal assent before the federal House rises for the summer recess.

2:40 p.m.

This change is significant. For example, in Ontario at least an additional 5,000 youths between the ages of 16 and 17 will be a new daily responsibility of the juvenile probation system. This change means that this ministry and this government will be faced with vast increases in terms of services to juvenile offenders who are

under probationary supervision and very substantial increases in costs. These increases will be reflected in the need for many more juvenile probation workers and additional probation offices.

In addition, there is the enormous capital cost to build new detention centres as well as secure institutions for sentenced inmates whose age may be as high as 21. Just to build secure detention centres and penal institutions, we estimate an initial capital expenditure of at least \$80 million and exceedingly substantial operating costs. Cost-sharing agreements still have to be negotiated with the federal Solicitor General, who chose to go this route.

The implications are significant. We have already started to develop our implementation plans. It is our intention to find means to provide correctional services to offenders over 16 years of age. We will not sacrifice the quality and sensitivity of service we currently provide for youths under 16. We also will not sacrifice Ontario's continent-wide leadership in community corrections, particularly for young adolescents.

We will continue to remind the federal Solicitor General of the profound social implications of his unilateral decision as well as the additional burdens placed on the Ontario taxpayer. I also want to repeat Mr. Allan Lawrence's prediction in the federal House yesterday, that this bill is such a disaster that the age will be rolled back, but not before a lot of things happen.

Mr. R. F. Johnston: Before you build the new institutions or after?

Hon. Mr. Drea: Knowing Mr. Kaplan, the answer is after.

Mr. R. F. Johnston: Then we will have to empty them again. I will look forward to it.

Hon. Mr. Drea: Talking about starting from scratch, we have not built a prison in this province in a decade. Now we are going to have to build several. I call them "Kaplan houses."

Your former colleague, Mr. Ziemba, used to compliment us that we were not building prisons and that we were closing them down. Not any more.

Mr. Robinson: He may have been sensitive to that.

Hon. Mr. Drea: No, he was right.

Mr. Chairman: I think you have made our point, Mr. Minister. Your complimenting the former member for High Park-Swansea is quite appreciated by some members of this committee.

Mr. Cooke: He even complimented the government on one occasion.

Hon. Mr. Drea: He always complimented me, but that is not necessarily the government.

Interjections.

Hon. Mr. Drea: An area that has recently received considerable attention is children's mental health services. I am pleased to announce that we will spend more than \$100 million this fiscal year, a 19 per cent increase. This includes the funding of new priority services, such as the recently initiated Crisis Centre in downtown Metro Toronto, which will provide safe settings on a short-term emergency basis for adolescents in psychiatric crisis; a secure treatment centre at the Syl Apps Youth Centre in Oakville and a six-bed unit in Ottawa; and the creation of new mental health services in southeastern Ontario.

Let me expand on this last initiative. I recently announced the introduction in southeastern Ontario of a series of new services for emotionally disturbed youth and young offenders. Of these, the Robert Smart Centre in Ottawa will establish nine new residential spaces for francophone youths in eastern Ontario. These new spaces will be provided through three separate locations: a five-bed parent-model group home for ministry wards; three specialized foster placements; and the addition of one space to an existing five-bed staff model group home for emotionally disturbed adolescents.

In northern Ontario we recently opened a new children's mental health centre in North Bay, and the Sudbury Algoma Hospital has added a francophone unit. In co-operation with the other ministries and the community agencies, we are making every effort possible to attract more mental health professionals to practice in the north.

In southern Ontario we will be expanding our services into the community at our two mental health facilities for children in London and Etobicoke. At the London Children's Psychiatric Research Institute, CPRI, we have launched a home management unit. The focus is on procedures in both residential and community settings to deal with children who are emotionally disturbed as a result of abuse. Psychiatric programs out of Thistletown are currently being conducted in schools in the city of North York and the regional municipality of Peel. This year the programs are being extended to schools in the boroughs of Etobicoke and Scarborough.

On the administrative side, this year we will initiate a services approach to funding for

children's mental health centres. This will be similar to the system we introduced two years ago with the children's aid societies, ensuring that a clear relationship between the services and the funds provided is established. I want to say how encouraged I am with the progress of this service plan approach to funding. I think I am correct in saying the children's aid societies, the municipalities and our own staff share my positive feelings towards this funding approach. It has supported the children's aid societies in managing their budgets more effectively.

Another area which I am sure is familiar to you is our day care program. We have deliberately taken an approach that has given us the opportunity for sharing the planned development of day care initiatives throughout Ontario. This approach also enables all areas of the province to be heard and to benefit from the new financing that is available.

During the last fiscal year we funded 105 projects for capital assistance around renovations and equipment, 19 new projects under the informal care initiatives and six projects within Metropolitan Toronto to develop educational materials under our regional public education initiative. There were 22 projects which received operational startup assistance and nine projects were funded under the private home day care initiative.

I am pleased to report that our day care public education initiative has completed research of the users and providers of informal day care. From the information the parents and providers gave us, we have been able to develop a booklet providing information and guidelines for parents in selecting either formal or informal day care. This booklet will be available this summer.

A review of the growth in funding for day care shows how my ministry has responded during the past 10 years. In 1970-71 our actual expenditure for all day care services was \$3 million. In 1981-82 our estimates were \$64 million. This growth continues to be reflected in our current estimates of \$75 million.

I believe this government and my ministry have been faithful to our mandate to expand the ministry of the community so the quality of life for all the people of Ontario can be improved. In our review of the estimates I will be pleased to elaborate on any of the programs of my ministry.

With the indulgence of the committee, I would just like to say a couple of words of tribute about the former deputy minister, Mr. Carman, who laboured long, hard and very well.

He produced a number of extremely significant and progressive advances, while efficiently and effectively consolidating all of the new groups thrust upon a ministry that previously had only dealt with income maintenance and seniors.

Mr. Carman was with me for about nine months; he was with Mr. Norton for much longer. I can tell you there were very few Saturdays that one could find Mr. Carman at home. He was either out talking to agencies or groups or he was working in the Hepburn Block. I am sure the members of the committee who have dialogued with him in previous estimates would join with me in recognizing the contributions he has made, particularly since he is now in a position, with a single stroke of the pen—

Mr. R. F. Johnston: He still needs stroking, I think.

Hon. Mr. Drea: —to make many more significant advances, or at least provide the resources for them. Also, George Thomson—we can now call him Judge Thompson officially—has returned to the bench again by his own choice. As you know, family and juvenile justice has always been first in his heart. He had a very distinguished career on the bench, and when he came to the ministry, he made it very clear that he wanted at a future time to return to the administration of justice.

2:50 p.m.

I suppose that I and many of the members who have been on this committee in the past could talk for many hours about the contributions of Judge Thomson, his attitudes, his innovations and his profound contribution to all children's services, not necessarily concerning those who are disturbed or those who are offenders, but to all children's services.

No doubt he will contribute even more with his return to the bench, although in a much more specialized way, because he will soon be getting an additional case load to adjudicate. I know that the members of the committee who have been here before would want to applaud Judge Thomson for many, many contributions.

Mr. Chairman: Thank you, Mr. Minister. I probably will speak on behalf of all the members of the committee who sat through the estimates last year and who have dealt with Mr. Carman and Judge Thomson in the past by joining you in complimenting them and wishing them success in their new areas of responsibility.

Congratulations to the new deputy minister, Mr. McDonald, on his appointment.

Mr. R. F. Johnston: I appreciate your willingness to speak on my behalf, but I would just like to say a couple of words myself, if I might.

I have been on the estimates of this ministry now for three years in the opposition, and therefore I look at it from a slightly different point of view than you do in the chair. I would just have to say that, for once, the minister and I agree almost in entirety. I have a great deal of respect for both Mr. Carman and Judge Thomson and always found them to be very forthcoming with their information—sometimes after the mikes were off—and with respect to responses and inquiries from myself and from the previous critic for the New Democratic Party, Mr. McClellan.

He, I know, would want to join me in wishing both of these gentlemen luck: Judge Thomson with his new case load, as the minister said, and Mr. Carman, hopefully having some effect on the Management Board in terms of aiding the minister's request for more money for this ministry.

Hon. Mr. Drea: Not Management Board.

Mr. R. F. Johnston: And yourself too. Those two votes are going to do very well. At least there will be no excuses for not doing well,

I just wanted to make sure I was on the record as saying that I appreciated their work with us in the committee over the last few years that I have been involved.

Mr. Chairman: Thank you, Mr. Johnston. There is no doubt that you speak from a different perspective to that of the chair, and I think your words are appreciated.

Before we proceed, I just wanted to remind members that as far as the timetable is concerned we probably will be sitting until Tuesday, June 1, which will give us the 15 hours that hopefully the House leaders will agree on, since there was a motion by this committee to demand the five-hour change from the 20 to 15 because of the deliberations we had on the ministry report.

I will now ask Mr. Boudria, the official critic—

Hon. Mr. Drea: Mr. Chairman, just a moment. I want to call to the attention of the committee that on May 31, while there should not be a problem, I would ask its indulgence if it might want to continue. The problem on May 31 is that the Ontario Municipal Social Services Association is meeting in Thunder Bay. I do not like to be out of town that far on a day when there are estimates, but it has always been

traditional that the minister make the keynote speech.

Mr. R. F. Johnston: I could fill in.

Hon. Mr. Drea: Sure, if you want to go.

Mr. R. F. Johnston: As long as it is not your speech I have to deliver.

Mr. Chairman: It would be a hell of a cloning job, I think.

Hon. Mr. Drea: No, but I cannot give you the pen that makes all good things happen. I draw this to your attention, just in case something does occur. After discussing it with them, they felt they would like to keep the tradition. I do not know how long it has been—25 or 30 years. The minister always did the first one.

Mr. Newman: Isn't that the Indianapolis race?

Hon. Mr. Drea: Not in Thunder Bay. It may be to get here at that time.

Mr. Chairman: So there may be a problem with you arriving here by 3:30 or 4 o'clock?

Hon. Mr. Drea: Yes.

Mr. Chairman: That may be one of the reasons necessitating a form of transportation that would be a little speedy in bringing you back—no reference to any airplanes. I am sure, considering that this will be at the end of May, there should be no problems as far as the weather is concerned in having you back, but we will adjust if we have to.

Hon. Mr. Drea: Mr. Chairman, I fly commercial.

Mr. Chairman: Basically, in the time frame we are looking at, Tuesday, June 1, ends the deliberations covering about 15 hours.

Hon. Mr. Drea: Sorry, I have just one more thing. The next day my deputy has to be there, so he will not be here on June 1.

Mr. Chairman: Mr. Boudria.

Mr. Boudria: Thank you, Mr. Chairman. Before I commence my remarks I would like to add from our party all the best wishes to both the former deputy minister and to Judge Thomson.

I met Judge Thomson last year. Not having been a member of this committee, I do not know Mr. Carman personally, but I am sure that in the number of years he worked for the ministry his work must have been of the very top calibre. I would like to extend our best wishes, as well as the best of success, to him and to Judge Thomson.

Before I commence my remarks, I would also

like to say on behalf of our party we do not have any problem with the day on which the minister wants to go to Thunder Bay. If you do want to attend a particular function which is a tradition, we do not object to that.

Hon. Mr. Drea: It is in the morning. I should be back, but if there is bad weather or something I may not. My deputy has to go for the whole of the next day, so that is why he won't be here.

Mr. Boudria: As I say, if it is not possible to meet that day, we do not have any objection. I have just consulted with my colleagues, and that is fine with us. Perhaps we would be asking a similar favour of you on another occasion and we would hope to receive the same kind of gesture, if we ever need it.

Mr. Chairman: Could we begin with your response, Mr. Boudria?

Mr. Boudria: Yes. I am very pleased to attend these estimates for the first time as the critic for the official opposition. I admit to a partial measure of unfamiliarity with some of the enormous material comprising the scope of the ministry's activities. However, lest the minister seek comfort in the fact, I will let him know that I shall bring to my function of critic the devotion, the determination and the free-spirited inquiry typical of new responsibility and of fresh starts.

I intend to be as objective as humanly possible, not destructive, but hopefully as constructive as can be possible. However, I want to be on record that I am not here simply to listen. I intend to participate as fully as possible in these debates. I am not here for a fist fight nor to be intimidated, but I am not here to be destructive either. I want you, Mr. Chairman, to be aware of that as well as all others concerned.

Contemporary economic circumstances demand that we remain ever vigilant to extend the arms of the community to those upon whom these circumstances have dealt their harshest blows. We do this not out of a sense of charity or of compassion; rather, our reasons must derive from the very rightness of the act itself, if it is an affirmation of justice. The spirit of mutuality among all who share the community interdependently compels action. Recognition of this highly developed interdependence inevitably leads to the architecture of community and social services. Without the sense of mutuality and of the affirmation of justice, no society can

survive for long as a decent place to live, not only for the needy, but for all.

3 p.m.

Recently, Professor Michael Walser of the Institute for Advanced Study in the United States called for the need to invoke the moral vision of a society whose citizens are committed to one another and willing to share in the cost of the commitment. The essence of this ministry's work is its commitment. It is, or it ought to be, the beacon guiding this ministry to harbour through the tempest of contemporary economic circumstances.

We, sitting around these tables, irrespective of our ideology and political inclination, likely agree on this commitment, though the courses which we respectively chart are different. The minister himself in the fiftieth annual report of the ministry described the hub of his work as serving human needs.

A poignant, gripping portrait of the need exacted by poverty appeared in the *Toronto Star* in February. It warrants being read into the record, and I quote:

"The personal effects of trying to cope with sharply reduced income are many, varied and can be devastating. Parents have to explain to bewildered, hurt children why they cannot always provide even basic necessities, much less the luxuries children covet. Family members are drawn inevitably into bitter battles over finances, and the resulting rifts are hard to heal. Worry gnaws into people's health day after day. The pain is very private, and often the poor have few people to turn to for help. It is those who can least cope with inflation who are under the most stress and getting the least help from the community.

"The compounding pressures of low income and unemployment feed on their fear and uncertainty and the lack of hope about what is around the corner. But more important is the personal impact and how this all affects each person. People just do not realize the impact on human beings, the human face of poverty and current economic pressure.

"For a true picture of poverty, it is necessary to look closely at the individual living with it. There is the child who is upset when he cannot keep up with his peers because they get small allowances that his parents cannot afford to give him. There is the mother who wants to scream on the subway from the tension of trying to stretch too little money across the household bills. There is the couple who find themselves always arguing about money. People need to

understand the human face of not having enough money."

That is the end of that article from the Toronto Star.

Not having enough money is but one of the forms of human needs to which this ministry must turn its face. There are, in addition and often in conjunction, the needs of the disabled, the ill, the young, the elderly and the parents in difficulty. How has this ministry fulfilled the commitment to these diverse yet compelling needs? This question in part constitutes the mandate for this committee.

In my view, an incident which illustrates the approach of the ministry of the government found expression in the column of Michele Landsberg on October 23, 1981. She was campaigning for the continuation of funding by the ministry of parents resources, an innovative, effective child abuse prevention program. She wrote, and I quote:

"This government thinks that money spent on human services is unproductive. Huge sums of money given to industry are productive investment, it says, and create wealth. I say that sums of money spent on preventative services also create wealth, human strength and stability. Without help, large numbers of human beings go down to defeat and pain. That some thousands of these sufferers will be small, defenseless children does not seem to give our lords and masters any pause.

"People who can find \$20 million for Minaki Lodge, people who will spend \$1 million on research into child abuse, but cannot find \$150,000 to fund actual prevention, are making their priorities pretty clear. I do not accept that feeble excuse about not being able to compete with the children's aid. A government that can suddenly compete with Imperial Oil can find a way to supplement the work of the starving CAS.

"I have seen the pale, staring two-year-olds with their bruises, children whose responses to a raised adult's hand of friendship is to flinch away in terror. Maybe Frank Drea has seen it too. He once earned a reputation as a two-fisted, blustering crusader for the little guy. Now he has his hands on the money and the power and he turns away from the littlest guy of all."

We know the result of her campaign was successful in attaining further funding for the program under the auspices of the Catholic children's aid society. For this, we are all grateful. Why? In the first place her intervention was required to save the facility. This one

example sheds some considerable light on the question of commitment I raised earlier.

Against this backdrop of the first principles of commitment, there are issues or matters of particular concern which I must raise with the minister. Some of these concerns were expressed eloquently by my predecessor in the estimates of last year. The fact that I need to raise them again is indicative of the ministry's state of progress in grappling with some of these issues.

Hon. Mr. Drea: He was not here last year.

Mr. Boudria: Mr. Conway was not here last year?

Mr. Gillies: Yes he was, Mr. Chairman. He read his response and then left.

Mr. Boudria: Mr. Chairman, I was here last year when Mr. Conway delivered his speech.

Mr. Chairman: He was here.

Mr. Boudria: Yes, certainly I recall it.

Mr. Chairman: He read his response.

Mr. Boudria: May I continue?

Mr. Watson: The member is more enthusiastic than he was.

Mr. Chairman: Then we did not see him. Anyway, please continue.

Mr. Boudria: In response to Mr. Watson, if I were to read it in the language that comes easiest to me, maybe he would not understand the words; so bear with the way I read it.

Mr. Watson: I am giving the member credit.

Mr. Boudria: Thank you very much.

I would hope that at some stage during the course of our meetings the minister will be in a position to respond to some of the questions I will raise. I would like to raise briefly some of the issues we intend to address. Perhaps the minister can respond to them later, either at the end of our remarks or as we go along, as he sees fit.

First of all, we should address the issue of the impact of continual funding of social service benefits below the inflation rate. I raised that at the ministry's supplementary estimates. For instance, general welfare recipients are now at something like 67 per cent of the poverty rate. The family benefit recipients seem to have improved as an overall group. The minister explained during the supplementary estimates that this was because the two groups were joined. Nevertheless, the whole category of recipients of social services are far from being well off at this moment. I hope the minister

addresses some of the means by which he intends to correct some of the inequities.

Sean Conway's statement of last year merits repeating again. He said that since 1979 the social policy area has been receiving less and less of the Ontario budget. In 1979-80 this area comprised 64 per cent of the total; 63 per cent in 1980-81; 62 per cent in 1982-82; and this year, 61 per cent. The Ministry of Community and Social Services budget has also decreased as a percentage of the total provincial budget. The figures I have here are 8.8 per cent in 1977-78, 8.5 per cent last year and 8.3 per cent this year.

The pattern is painfully clear. There is a deliberate downward allocation towards social development resources. Whereas the total budget for the province expanded for the year by approximately 11.6 per cent, the total budget for this ministry actually decreased over last year by 0.2 per cent. Not only is the budgetary allocation not keeping up with the factor of inflation, it is actually shrinking relative to the rest of the budget. Considering the increased responsibilities which the ministry has taken over the last few years and the ones the minister himself said were going to be increasing again, how can the government justify this kind of reflection of priorities?

3:10 p.m.

I have a news release I could refer to from the Social Planning Council of Metropolitan Toronto. They raise exactly some of those issues—not all, but some. We can go into detail now if you want to—item by item—on the income maintenance issues, but I thought we would make general comments.

The income maintenance issue is the next item I would like to address briefly. The Ontario government, we are being told by the social planning council, ought to raise income maintenance expenditure by 25 per cent as a first step towards raising the income of the province's nearly 400,000 social assistance recipients. Even that would not bring it up to the poverty line in all cases, as I outlined some moments ago.

We hear that the current poverty line for a family of three is estimated as being between \$12,000 and \$13,000. The government seems to believe that such a family, receiving provincial family benefits at a rate of something like \$7,000 a year, can make ends meet. That amount includes an eight per cent increase that the minister granted last October when inflation was running around 12 per cent. We seem to be seeing that consigning needy families to perpetual poverty is what is going on. I believe that this

is a disgrace in a province that is still affluent by all conventional measurements of affluence.

Some of the administrative issues which I would like to cover are the differences in the collection process of overpayments. If someone has received overpayments under the Family Benefits Act and ceases to be an FBA recipient, there seems to be little attempt to recover funds from him. On the other hand, if somebody remains an FBA recipient for 10 or 15 years, or whatever, the total amount would be collected from that person.

I am not suggesting to the minister that we should attempt to collect from everybody in all those circumstances, but why does the discrepancy exist? Perhaps you could outline some of those things in your remarks. I see you are saying that this is not the case, but I have been told by workers of your ministry that little or nothing is being done to collect from those who cease to be recipients.

Another thing is that prior to entitlement a single mother must demonstrate that she has attempted to collect support from a spouse or the party obliged. That is not always easy, but they are just issues I am raising.

Another issue I am raising is that the medical advisory board does not see a recipient before a decision of entitlement is made. I have one of the forms here. We can get into some of the things perhaps in more detail later, but there is information that is asked there by your workers when they are filling out those forms, and the questions have to do with mental alertness and all kinds of things such as that. These are decided on the spot by workers, and then they are sent into Toronto for a doctor.

Hon. Mr. Drea: By doctors. The form goes from doctor to doctor.

Mr. Boudria: I can show you one of the forms, the field worker's special report, which I can assume must be filled out by a field worker. It has questions concerning behaviour, mental alertness, posture and things like that. I wonder—and you can correct me if I am wrong—how the field workers can fill out these forms.

Hon. Mr. Drea: That has to be filled out by a doctor; that is a medical form.

Mr. Boudria: Those are all filled out by medical practitioners only?

Hon. Mr. Drea: Is it not on the back of it, box 124, what your category is?

Mr. Boudria: Yes. Then these are sent to Toronto and are evaluated by people who have

not seen the recipient. At the appeal stage, of course, your ministry sees the applicant, but it seems that at the initial stage it does not. The effect of that is that many people who are denied at the first stage have to wait a long time, only to be readmitted later at the appeal level, assuming that they win the appeal. That is a situation which perhaps we could discuss later.

The assets level for the qualification of recipients is another matter which has been raised to me, personally, in my riding. It seems there is not much of an incentive if one has funds set aside for things like post-secondary education; it is hard to hang on to them because it may affect the level of benefits that one is eligible to receive.

The difference in the determination of average income for sole-support mothers and men who are disabled or single dependents seems to be different as well. I believe that in the case of sole-support mothers the determination is based on four months' income, and for the disabled or the single dependents it is something like six months. There is a two-month discrepancy and I wonder why it is there. What happens is that if a sole-support mother has a short, seasonal type of employment, she ends up being penalized in relation to the other group. Perhaps we could discuss that issue in detail as well.

I had many questions here on the sole-support mothers that were transferred from your ministry to the local municipalities. I am glad that you have answered some of them—that is the reason I was pleased that you did that. I am sorry that my applause interrupted you, Mr. Minister, but I am glad to see that those things are somewhat clarified. I still have some concerns, though.

It is true that the municipalities tend to offer services which may be speedier upon occasion. However, since you have decentralized your own services in municipalities, I feel that this difference is far from being as great as it used to be. I think that your own staff, for instance, in my own area are much more effective than our local welfare group. I know that may be the opposite in some other areas.

I cannot think of a thing to say against your own personnel who operate in my own riding. The leadership there is certainly quite good; it is much superior to what it was at the time I was elected. My constituency office assistant, who incidentally was the assistant of my predecessor, which may be somewhat ironic, claims that it has improved to a great extent as well. I see that the minister is surprised.

Hon. Mr. Drea: I am never surprised at anything. Some of the ways you phrase things surprise me, but not the point.

Mr. Boudria: Fine. We are, as a committee, discussing the matter of wife abuse and assaulted women. I notice that there was not much in your presentation on that issue. Perhaps you would like to elaborate more on that whole issue.

Hon. Mr. Drea: I think it would be very improper of me to elaborate while the committee is going ahead to study it.

Mr. Chairman: It is basically understood, Mr. Boudria, when we are discussing during a special set time of approximately two weeks the ministry report dealing with that area, that normally you would concentrate on the estimates in the other areas of concern. There is nothing to prevent you, but I would certainly—

Mr. R. F. Johnston: There is a ministry study group which is operating and which might have been mentioned.

Hon. Mr. Drea: Sure.

Mr. Boudria: Yes. That is actually in my notes here as well. There are matters which have happened already in that regard and, without addressing the deliberations of the committee at the moment, there are other recommendations in the report of the Ontario Status of Women Council and other information which is available. Nevertheless, we will be addressing those, if not at the estimate time, then throughout the course of the summer.

On the general matter of estimates, I still have to express my disappointment that we have cut the time down by five hours. I was not in agreement with that, and, now that we are saying this for the public record, I would just like to reiterate it.

The time that we have taken as a committee to discuss the matter of family violence was not concurrent with the estimate time; it was prior to the estimates—in other words, last week and the week before. Therefore, I do not think that this warranted the removal of any time from the estimates. Nevertheless, I respect the decision of the majority of the members of this committee, but I want to state that it was not a unanimous decision.

3:20 p.m.

We are going to talk, I hope, about day care. You, Mr. Chairman, have introduced a resolution in the Legislature vis-à-vis improving day care facilities here at Queen's Park. It is an issue that I raised before. I sent a letter to the Premier

(Mr. Davis) on the issue of day care at Queen's Park with a copy to the minister. I realize that the allocation of space within the premises has nothing to do with the minister.

Hon. Mr. Drea: Finally.

Mr. Boudria: I never said that it did.

Hon. Mr. Drea: Yes. I had to explain it to you in the House one day.

Mr. Boudria: No.

Hon. Mr. Drea: Yes, I did; I said it was the Chairman of Management Board.

Mr. Boudria: I am sure that your support, as the minister responsible for day care, for such a facility would have been—

Hon. Mr. Drea: No, I am not. Let's make it very clear. After the day care facility is established, all I do is license it if it meets the standards. The decision to do that is someone else's.

Mr. Boudria: And you fund it.

Hon. Mr. Drea: No, I do not. Are you suggesting that we subsidize the people in this building for day care?

Mr. Boudria: I am not suggesting that.

Interjection.

Hon. Mr. Drea: You guys, sure, why not?

Mr. Boudria: I am sure you are aware of the fact that in the throne speech your government emphasized its commitment towards day care. The best way to display that commitment surely would be for your government to demonstrate its initiative by operating a day care facility at Queen's Park. I am sure the chairman appreciates that position because he proposed a resolution which says exactly that.

Mr. R. F. Johnston: Well, sort of.

Mr. Boudria: I would like to speak on that resolution in the House.

Mr. R. F. Johnston: So would I.

Mr. Boudria: I am sure we will not get the vote on that one. It will probably be blocked.

Interjection: They do not block their own members'—

Mr. Gillies: There is a first time for everything.

Mr. Boudria: In the past year there have been a lot of issues regarding day care in Metro Toronto. Day care services have not kept pace with demand. Licensed day care facilities in Toronto as of January accommodate 65,000 pre-school children. Twenty thousand of these children are subsidized, or about one out of

every 14 children under six years of age whose parent or parents work.

The most glaring gap in this lack of infant care is that of the 260,000 children under six with working mothers; 80,000 are infants, yet there are licensed spaces for a mere fraction of this number. There are 3,800 toddlers in group day care and another 1,000 infants are in private home day care, as of January at least.

In the throne speech the government demonstrated this major commitment for day care. I am wondering if the government is considering a partnership approach for this kind of venture. We see that certain commercial establishments in this city, city hall, Manufacturers Life Insurance Co. and others have started work place day care initiatives over the past few years. I am wondering what the government intends to do to continue this encouragement.

We are also aware that some nonprofit day care centres located in empty classroom spaces in schools are now being taxed for those spaces, or at least are being assessed for property tax purposes. That does not relate to your ministry; it relates to the Ministry of Revenue. I did ask you in the House if you had consulted the Minister of Revenue (Mr. Ashe) in this respect. You told me the Minister of Revenue was going to look after it. We still have not heard anything.

Mr. R. F. Johnston: Frank and Bette won that one. We got that message the other day, I thought. Did you not get that message?

Hon. Mr. Drea: No.

Mr. R. F. Johnston: It is going to be taken to cabinet now.

Mr. Boudria: If it is a battle between the minister and other ministers, I certainly hope you do end up the winner. I am sure that you will if you have that kind of commitment, which I hope you do, towards operating these day care spaces in vacant school space. It is a very good use of that empty space and it should be encouraged.

Hon. Mr. Drea: In the light of the interjection, the matter is under discussion.

Mr. Boudria: Good. I believe that is what you said.

Hon. Mr. Drea: No. There was an interjection that the matter had been settled. The matter is under discussion.

Mr. Boudria: It is still under discussion. That is what you said in the House.

I wonder if the minister or other members of the cabinet have impressed on the federal

government the need to change the provisions of deductibility of day care costs for income tax purposes.

Hon. Mr. Drea: Yes.

Mr. Boudria: In order to facilitate the provision of day care one of the things to do is to make the more realistic cost deductible. I do not know what the amount is now; it is something like \$400 or \$500. Obviously that is not what day care costs in one year. That kind of measure is really ridiculous when you consider that the costs of people operating small businesses can be fully, reasonably deducted; costs of employment in other fields are fully deducted; yet the costs of day care are not.

Of course, that is not a provincial issue, it is a federal issue, but I am glad if I am hearing you say you are impressing that upon the federal government.

Hon. Mr. Drea: Oh, we have, but I would not count on it. Maybe you could do a little bit better.

Mr. Boudria: We will certainly do our share.

Hon. Mr. Drea: The answer is no.

Mr. Boudria: Oh, I see.

Mr. Wrye: I always thought you were a man of influence.

Hon. Mr. Drea: No, not with your people in Ottawa.

Mr. Boudria: This is the first we have heard of your attempt to do that.

Hon. Mr. Drea: It has been going on for two or three years.

Mr. Boudria: You have not reported to us.

Hon. Mr. Drea: No one has ever asked before.

Mr. Boudria: I did not know I was that original. Thanks very much for the information.

Regarding child abuse, we are discussing that in our committee. That is part of our mandate of discussing family violence. Recently there has been a heightened sense of awareness throughout the community of those problems. It is not just here in the Legislature, but everywhere people are finally starting to be concerned with this matter.

In March Metro Toronto's special committee stated that while up to 800 children per year were sexually assaulted, all but about 75 cases go unreported. No other statistic could better dramatize the extent of this situation. We all share in those kinds of concerns.

Is the current tracking system adequate to document or to monitor and prevent instances

of child abuse? I know those are questions we will be dealing with when we continue our deliberations. I do not know if any of those will be answered by the ministry during the estimates or if the minister prefers to wait for the committee to deal with those matters at another time, that is, at the time we study family violence.

Regarding the children's aid societies, several matters have been raised recently. They should be questioned. Lately we heard about the Disotell case in Brockville, with which you may be familiar, in which the children's aid society workers were brought into court. There are a lot of questions there to which we should address ourselves.

First, has the credibility of the children's aid societies been damaged with those kinds of things? To what extent? What can we do to repair those kinds of damages if they have been done? I know they are very philosophical questions in certain ways. But when the kind of reporting that we have seen has gone on, I do think it should be addressed at some time. Some of these incidents are very unfortunate.

What kind of monitoring of the children's aid societies are we seeing when we see the reports of, again, that particular case where it was stated in a court of law that very little in the way of files or follow-up was maintained by that particular office? I do not know how accurate some of those statements were, but they do lead to concerns from people.

Lately, another issue has arisen. It is the child welfare legislation in relation to the protection of the foetus. Again, that is an unusual one. There have been recent decisions in Kenora and also one in British Columbia—as a matter of fact, it was on television in the last few days. They both raise a profound question as to whether community agencies should be empowered to supervise the care of a foetus. Those are not easy questions to answer, I understand, and I do not pretend that I know what the answers are.

3:30 p.m.

The implications for the citizens as to personal freedom and the state control over individual liberty are enormous, and they touch in some respects on the very foundation of a free and democratic society. Yet the day is fast approaching when decisions by the ministry may have to be made. The committee would benefit from any response you may have on those types of problems.

Hon. Mr. Drea: The courts make the law in the final analysis.

Mr. Boudria: That is correct, of course.

Hon. Mr. Drea: Yes. Surely you are not asking me to deviate from the rule of law.

Mr. Boudria: No, that is not what I am asking. As I said, I did not even suggest that we had the answers to some of these questions.

Hon. Mr. Drea: The court has ruled. That is all I am going to say.

Mr. Boudria: Yes, the court has ruled in those particular cases. As I said, there was one in British Columbia where we have seen that the court has determined that the foetus was deemed to have been mistreated by the parent taking drugs at the time of pregnancy, and matters like that. Up to now, people like the children's aid societies have not been mandated or anything else to supervise the protection of the foetus. I am not sure whether we should be asking that. The questions are very complex.

Hon. Mr. Drea: I can think of three in the province that have kind of taken that attitude for a while: the Catholic children's aid societies in Toronto, Hamilton and Windsor.

Mr. Boudria: So there are instances where that has happened already?

Hon. Mr. Drea: I think they take an interest in the unborn.

Mr. Boudria: That is good. I hope we can address some of those in more detail perhaps. I do not think there are very easy answers to some of those things.

If some of you have been watching the television reporting of that particular BC incident, it was not even the case of a parent being on drugs rather than on one of these maintenance programs to get off drugs or something, but that maintenance program involved a drug itself. These are very complicated things.

I wonder if the minister, at some time or other, could clarify for us whatever happened to the Kim Anne Popen report.

Hon. Mr. Drea: I could do it right now if you would like.

Mr. Boudria: Well?

Hon. Mr. Drea: It is a simple answer.

Mr. Boudria: You do not have it yet?

Hon. Mr. Drea: I am not getting it.

Mr. Boudria: No, the Attorney General (Mr. McMurtry) is.

Hon. Mr. Drea: Yes, and he has not received

it yet. And I cannot interfere with a royal commission.

Mr. R. F. Johnston: Surely someone can take the man off the bench. The good Judge Thomson has gone back, but that guy should never be on it. I hope Hansard got that.

Mr. Boudria: You probably do not want to say anything, but I am sure you are as concerned as we are about the length of time that it is taking.

Hon. Mr. Drea: I spoke last year in the estimates. I have spoken to my colleague the Attorney General on innumerable occasions. The royal commission is under his supervision.

Mr. Boudria: Perhaps then our representation would be better made at his estimates rather than yours on this particular case.

Hon. Mr. Drea: It would have to be because it is not under my jurisdiction.

Mr. Boudria: But we are on record as still wondering what on earth happened to it.

Hon. Mr. Drea: Just so that you understand what has happened to it, it is not yet ready.

Mr. Boudria: It has not yet arrived. Okay.

Concerning the children's mental health centres, you have addressed some of those. Of course, a lot of your remarks had to do with the children's mental health centres.

We have seen a situation lately with the Children's Listening Centre of North York. I am sure the minister at some point will want to address that matter. I have documentation here; actually I have received a lot of documentation from the Children's Listening Centre of North York.

That particular group, as you know, Mr. Minister, wants some funding for its centre. Your ministry has done a report on the feasibility and viability of having that as a mental health centre. We know from the tabling of your report in the House that that centre received very favourable comments from your ministry; yet we do not see the funding there and we are still very concerned that it will not be forthcoming. Of course, you have said that it will not be forthcoming, but I would just like to impress upon you the following.

One of the things I have received, and I do not want to overdramatize, is a little card from one of the children who was treated at the centre. It is addressed as follows:

"To the government.

"Dear government,

"I'm Susan"—and we blanked out her last

name at the request of her parents. "Please give the listening centre the money to stay open. The children are sad.

"Love, Susan. I love you."

I want the minister to have a look at this particular note. I am wondering if there is any possibility that the government will change its decision re the Children's Listening Centre of North York. As you know, this centre was very special. It provided services which your own ministry has determined were necessary, highly practical and not too costly, given the result they were providing to the local community.

I have received to date 73 letters asking for support from parents who had children there. We both know that the centre was operated with the doctors working there giving back half their salary or something like that; that worked for a period of time.

Hon. Mr. Drea: They will not do that any more.

Mr. Boudria: That is correct. That is why they would like the centre to be funded by a ministry. They did that for a while. I do not know whether they had intended in the beginning to do that on a continuing basis. They probably wanted to do that to give the place a start. They offered to contribute half their salaries for that purpose, but like everyone giving money to something, it does not go on forever.

Hon. Mr. Drea: It was not half their salary, it was half their OHIP payments. There is a little bit of difference.

Mr. Boudria: Yes. I do not know whether they were charging in excess of what OHIP would pay. It was half of the salary they were earning there. That is what I meant.

Hon. Mr. Drea: I think it is a misnomer to say "salary." It was a percentage of the OHIP payments they received for services rendered there.

Mr. Boudria: While they were working at the centre, yes. It was half of the money they were making there then. "Salary" is the wrong word for that because I understand they could be working elsewhere for the rest of the day and receiving other funds. Obviously it was not half of their total earnings but half of the salary they were making while employed in that particular facility. Maybe that clarifies it.

My colleague Mr. McGuigan will be speaking in some detail later on the elderly. We know that the Provincial Secretary for Social Development (Mrs. Birch) has a greater interest now in the elderly. My colleague is the critic for the

social development policy field. I would, however, like to make a few remarks on the elderly.

The demographic statistics concerning the elderly have been repeated over and over in numerous reports and in the media, and here are some of them. Twenty years from now, at the turn of the century, almost 14 per cent of Ontario's population will be over 65 years of age. That compares with roughly 10 per cent today. By the turn of the century those aged 75 or over will have increased from 281,000 to 620,000. While the total population is growing at less than one per cent a year, the number of the elderly is growing at the rate of three per cent a year. It is easy to see from this that the population is rapidly shifting to a much older demographic group.

These facts are well known and yet there are simply not enough institutional beds in homes for the aged. There are critical gaps in service and the overlapping responsibilities of the Ministry of Health and the Ministry of Community and Social Services within a funding and legislative maze creates an unco-ordinated and poorly planned service system.

Again, I know we discussed some of that at the minister's supplementary estimates, when he himself said that some of the homes for the aged were now nursing homes. They were not called nursing homes, but they had changed to be that to all intents and purposes because their population had grown elderly and frail and so on. Those things had just happened with the length of time the places had been opened, through no fault of anyone.

Luckily, people have been living longer than had been anticipated and they have just reached an age where they are not in the condition they were when they moved into a facility that was probably quite adequate when they moved in there. As a matter of fact, some of those facilities were deemed to be excellent when they moved in there, but they are thought of quite differently at this time.

3:40 p.m.

One of the things we are seeing as well is the fact that in September 1980 the Hospital Council of Metropolitan Toronto estimated a shortage in Metro alone of some 2,000 beds of which 1,600 should be extended care. This shortage has, in turn, caused back-ups in active treatment beds in hospitals. There were recent newspaper articles covering that particular aspect of it as well, that said that, unfortunately, because of the shortage of—

Hon. Mr. Drea: That is a matter for the Minister of Health (Mr. Grossman). I do not give extended care beds.

Mr. Boudria: Yes. The extended care bed is a matter for the Minister of Health.

Hon. Mr. Drea: I think the reference to those beds is for chronic care, not necessarily extended care.

Mr. Boudria: That is true, yes. They were for chronic care.

Hon. Mr. Drea: Chronic care is entirely within the Ministry of Health.

Mr. Boudria: That is correct, but the whole matter of providing for the elderly merits some questioning, I feel. The Toronto Star carried a major piece under the headline, "Ontario on the Verge of Crisis in Caring for the Elderly." Of course, as you say, a lot of that pertained to the Ministry of Health. Some of it pertained to the municipality's beds in Toronto under your ministry.

Hon. Mr. Drea: Yes, but the Toronto Star blamed the Ministry of Health for it in the editorial.

Mr. Boudria: I was not shedding blame on anyone.

Mr. Wrye: We know that Larry is the problem, not you.

Hon. Mr. Drea: No, I am the problem, but the Star does not recognize that. They blame Mr. Grossman for the homes for the aged. It is a question of accuracy.

Interjection.

Hon. Mr. Drea: Yes. Editorials are great reading.

Mr. Boudria: You have addressed in your remarks the matter of juvenile delinquency. We know now that the Young Offenders Act is going to become law in the very near future.

Hon. Mr. Drea: Yes, it has been passed.

Mr. Boudria: You yourself said in your opening remarks that royal assent likely will be given before the end of this session, which likely means the end of June or some time in July.

Hon. Mr. Drea: Royal assent is more significant than passage because there are time frames put on from royal assent and not in passage. Of course, you are in favour of it.

Mr. Boudria: I know in your remarks you have shed some of the blame or some of the responsibility on the federal government. You say they have acted unilaterally.

Hon. Mr. Drea: They did. You agree with the law, of course; you support it?

Mr. Boudria: What we are asking you now—

Hon. Mr. Drea: No reply.

Mr. Boudria:—letting all other issues aside, is what is the plan of action of your ministry?

Hon. Mr. Drea: I will let you know.

Mr. Boudria: So you do not yet have any response?

Hon. Mr. Drea: We do. We said it in our opening statement. Would you like me to read it again?

Mr. Boudria: No. I remember very well what you said in your opening statement, but I thought you did not illustrate too well or in a definite way what your immediate plans were to accommodate all these people. I think you said what we are going to have to do is build seven facilities.

Hon. Mr. Drea: Not today I did not. We are going to build more than that.

Mr. Boudria: Across the province?

Hon. Mr. Drea: More than that. You do support that bill? That is three times.

Mr. Watson: It is called sitting on the fence.

Mr. Boudria: I did not discuss our support or disapproval of the federal legislation.

Hon. Mr. Drea: I see.

Interjection.

Hon. Mr. Drea: Only two ministers were there. Myself and the former minister from Saskatchewan, Dwain Lingenfelter, is it? A fine man, he was re-elected.

Mr. Boudria: What we want to know is, first of all, do you think you will be able to cope with this and can you implement the programs necessary to administer all of it?

Hon. Mr. Drea: I guess you have not really analysed it. From the time of royal assent there is a time frame we must comply with.

Mr. Boudria: But how is it going to be done? Is the federal government going to contribute or assist you with building some of the facilities? Those are all things we do not know yet.

Hon. Mr. Drea: The last letter I received from Mr. Kaplan was that he was so interested in the passage of this act that he did not want to talk about finance.

I take it you do support this act? That is four times.

Mr. Boudria: But there have been attempts by your ministry—I am not taking the side of the

federal Liberals against yourself or vice versa. I am only asking how all this is going to be done. Where is the funding going to come from? Those types of questions are what we have, not whose fault this is.

Hon. Mr. Drea: I would suggest at the moment you are going to have to talk to Robert Kaplan. He will not talk to us, so I guess maybe you could talk to him.

Mr. Boudria: So you are telling us that seemingly, at the moment, the federal government is not prepared to assist you with funding. Is that correct?

Hon. Mr. Drea: The priority was for passage and after that they would get around to talking to us.

Mr. Boudria: I see.

Hon. Mr. Drea: I just want to make it plain that the only people who could pass this act is the federal government because all correctional legislation in Canada is enabling legislation from the federal government. They chose to pass this. They chose without any consultation with any of the provinces.

You do know that I appeared before the Commons committee as did my, at that time, colleague from Saskatchewan?

Mr. Boudria: Yes.

Hon. Mr. Drea: Every other province, with the exception of Quebec and Manitoba, did appear one way or the other, although the time frames were different.

Mr. Boudria: Of course, in some of the provinces the age is different than what it is here.

Hon. Mr. Drea: In Quebec and Manitoba it had no impact.

Mr. Boudria: That is correct. For Ontario the impact was way different than it would be for some of the other provinces.

Hon. Mr. Drea: And Saskatchewan. Also four provinces have no provision for secure confinement of juveniles. They board them with us.

Mr. Boudria: The thing we were trying to find out from you is just what kind of funding you can expect, just what will be the participation of both governments. You are telling us you do not have answers on those yet—

Hon. Mr. Drea: No.

Mr. Boudria: —and you do not expect any shortly. Until they are finished with the legislation they are not prepared to discuss that aspect of it.

Hon. Mr. Drea: Can I put it this way? Mr. Kaplan treats this province on this matter with complete disdain. If someone else can get him to take a look at what he has really accomplished, good luck.

Mr. Boudria: Okay, that answers our question in that respect. As I say, we are not here to take sides or apologize or anything else for any other level of government.

Hon. Mr. Drea: Well, no, I just asked about the act. The act is here.

Mr. Boudria: Right.

I have another question, and this has to do with my colleague the member for Halton-Burlington (Mr. J. A. Reed). He asked you a question the other day in the House and I would like to quote part of your reply, Mr. Minister, which was the following:

“When I became the minister of this portfolio and assumed responsibility for juvenile corrections, there was a statement issued to every police force, every family court judge, and everybody in my service dealing with that—that we are in the correctional business. I am not providing loving home environment, I am not providing any type of bleeding heart service; you are going to be corrected.”

Hon. Mr. Drea: Do you not want juveniles corrected?

Mr. Boudria: Yes, we do, sir, but I just want to remind you that—

Mr. Chairman: I think if we could stop the interjections, Mr. Minister, it would make the flow of Mr. Boudria's comments smoother.

Mr. Boudria: I am nearly finished anyway, Mr. Chairman.

Hon. Mr. Drea: For a man who cannot answer about the Young Offenders Act, or chooses not to, I do not think I am interfering with any flow.

Mr. Boudria: I do not object, Mr. Chairman, but it is up to you to direct the committee.

Mr. Chairman: I think the approach of asking questions solicits the minister's replies constantly. Maybe you could just continue in the form of a statement.

Mr. Boudria: Okay, I would just like to—

Mr. Chairman: It is quite all right. Perhaps we are getting a lot done.

Mr. Wrye: Mr. Chairman, perhaps next year then you can tell us how you would like us to write our opening statements, so we do not ask questions. The minister has lots of time to reply.

Mr. Chairman: I have asked the minister not to interfere, Mr. Wrye, as you may have noticed earlier.

Mr. Boudria: It is funny that everybody seems to be upset about my dialogue with the minister except for the minister and me.

3:50 p.m.

Mr. Chairman: If you can respond to the minister's statement, following this we will have 22 hours for asking questions and answers. It makes the procedure a little easier.

Mr. R. F. Johnston: It is not as much fun, though; you have to admit that.

Mr. Chairman: We are quite flexible about it, but the minister has a personality such that he likes to answer questions immediately on the spot and this develops into a dialogue.

Mr. Boudria: I do not intend to comment on personalities; I want to stick with issues. That is what we are here for. After all, we have just been elected to represent constituents and try to make this place work, and that is what I am attempting to do.

I was about to read part of the act to the minister. It says the following under subsection 3(2): "Where a child is adjudged to have committed a delinquency, he shall be dealt with, not as an offender, but as one in a condition of delinquency and therefore requiring help and guidance and proper supervision."

No one has ever asked for what the minister so disparagingly calls a bleeding heart service. All one asks for of the minister is that he put into operation mechanisms that will help us to reach the mandatory standards imposed by law, namely, help and guidance and proper supervision, with the emphasis on the word "proper." I know that the emphasis has been on the word "supervision" instead of the word "proper."

Hon. Mr. Drea: I think, in fairness to members, if you read the new Young Offenders Act you will find that there is a new mandate put on ministers. It is called "correct."

Mr. Boudria: Nevertheless, you want to deal, I think, with the juvenile, not as a delinquent, but as a person who must be rehabilitated and guided back into the proper mainstream of life. I wonder about the comments you made on that occasion.

Hon. Mr. Drea: I will answer that later.

Mr. Boudria: Okay. There are many other issues that will occupy the attention of the committee as it considers the estimates of the ministry. To save time, I shall not further

elaborate on any one of those issues—the members may be glad to hear that—at least for the moment. Rather, I shall briefly identify just some of the issues now to enable us at appropriate moments to engage in fuller discussion.

I think we should have a discussion on provincial responsibilities to the municipal social services groups that are in danger. We should talk about an evaluation of this system which created the children's services committee of the local regions. I know, for instance, that the chairman of the York region committee is still waiting after many months for confirmation of their status.

I looked at the briefing books of this year and last year and I noticed that the local children's services committees appear in different areas. In 1981-82 they were located in program administration and in 1982-83 you have changed them to an area which leads us to believe that they will be continuing. Am I correct in assuming that? I am wondering what the status of the local children's services committees is. I believe they were told that by the end of January they would hear more on it, and then by the end of February and later by the end of April.

Hon. Mr. Drea: That is not true. If you talked to any of them, you would know that. We just had a meeting a short time ago and we are reviewing the whole matter. Who did you talk to?

Mr. Boudria: I talked to one of them. I don't know whether—

Hon. Mr. Drea: Yes, as usual.

Mr. Boudria: No, I am not saying that I did not. I was talking to one of them this morning. As a matter of fact, he is the one who pointed out there would be different classifications this year versus last year.

Hon. Mr. Drea: We are still reviewing them. We had a big meeting here—was it at the end of March?—at which we had all six of them in.

Mr. Boudria: I do not know if you want to reply to that now or later, but will you be making a statement on their status shortly?

Hon. Mr. Drea: Before the House rises. I would hope there would be better behaviour. I am talking about the normal time the House would rise.

Mr. Boudria: So the minister is confident he will be able to make some sort of a statement between now and the end of June on this topic.

Hon. Mr. Drea: Yes.

Mr. Boudria: Another topic that we should be addressing is the omnibus legislation promised by Judge Thomson before he returned to the bench.

Hon. Mr. Drea: The Young Offenders Act has put that in quite a bit of difficulty, for obvious reasons.

Mr. Boudria: What is the status of that then?

Hon. Mr. Drea: I just said that the Young Offenders Act raises the age to 18. Remember, we were not told about it until 10 minutes before the federal minister went into committee with that amendment. Obviously there are repercussions out there for the Child Welfare Act for wardships and there are repercussions for children's mental health services for the applicable age. We have to look at exactly what the Young Offenders Act is going to provide. This is of great concern to every children's aid society in the province and to almost every service provided because they have not been dealing with 19-, 20- and 21-year-olds, which the Youthful Offenders Act will now, one way or the other, place under juvenile jurisdiction.

Mr. Boudria: We can assume then that the legislation is temporarily shelved until you can correct it to take those things into consideration?

Hon. Mr. Drea: No, it is not shelved; we certainly have to look at it.

Mr. Boudria: But it is delayed on account of this?

Hon. Mr. Drea: Yes. Bear in mind that until yesterday there was no idea of what the final results of the Young Offenders Act might be, and there still is not if they give the provinces additional time. It is not the over 16 and 17. The problem is that anybody apprehended before his eighteenth birthday can be sentenced up to three years as a juvenile. That takes them almost up to 21.

This puts out a tremendous burden in terms of wardships, not necessarily crown wardships, but in terms of the Child Welfare Act and children's mental health centres and so forth. We have to look at the time frames and we still do not know the time frames because they originally said three years. Hopefully, some common sense will prevail up there and there may be an extension on part of that.

We have asked them to raise it to 17 as a starter, which can be coped with, and then we can see what we are going to do with all the other ancillary services because not everybody who is in juvenile court is sentenced to an

institution, as you know, or even to probation. They may want to have them referred out through an agency, except the problem is there is no agency at the moment in those latter three years.

Mr. Boudria: There are a few matters which are somewhat different from our discussions up to this point which I would like to address as well. One is the matter of confidentiality of some of the information gathered by your ministry. You may remember—again it is a newspaper article that I have seen in some of my documentation—where green garbage bags were discovered in a waste disposal area with medical files in them, social security information and all kinds of other assorted things that came from your ministry. I was speaking to one office of your ministry a couple of weeks ago and they told me that they do not have a paper shredder.

Is it going to be a policy of your ministry to dispose of those kinds of information in a better way, or are you still disposing of them through the same kind of mechanism.

Hon. Mr. Drea: I will answer that later.

Mr. Boudria: That is fine. Nevertheless, I feel that the confidentiality of information should be protected and it should be improved upon if it is not being protected as much as it could be. The office I was speaking to was not far from Toronto. They were telling me, in this particular place, that they still disposed of paper things through the regular way—at least when they did every few months.

4 p.m.

Hon. Mr. Drea: It is under a new system.

Mr. Boudria: Maybe the minister could elaborate on that information for us.

The other thing that we could be talking about is the matter of general welfare assistance and family benefits. We did discuss earlier the rate now provided to GWA recipients, which is roughly 67 per cent of the poverty rate. We could say it depends on whose poverty rate you are talking about. Nevertheless, it is not a substantial amount of funds.

The minister pointed out to me in the supplementary estimates that our case load in Ontario is smaller than in other areas, and that is a fact. However, to the recipient of those funds, whether he happens to be one of a lesser number rather than one of a larger number, that does not increase the cheque he gets to pay for the bills. I know you will reply to that. If he is a chronic case, or he is going to be on that for a

long time, he should be a family benefits case and not a welfare case.

With the unemployment situation that we have now, and with some of the delays we have seen, I have personally seen in my own riding people attempting to get in under the Family Benefits Act for many years and not succeeding. Of course, while that is going on, they remain on GWA. While those people are on general welfare assistance for a long period of time, they are not the standard type of GWA recipients.

GWA is deemed to be short-term help to provide emergency relief and shelter while somebody is in dire need. If you have been on general welfare for three years, you are no longer a short-term type of patient. You have become, by default, some sort of a pensioner, if you wish. There are people who are on welfare now who will always be on welfare. I do not know if there is one single fault to that. There are a variety of things.

The ministry undoubtedly knows, and your office also knows, that sometimes medical practitioners do not always fill out forms for family benefits with as much attention as they could. Sometimes we see some of them just scribbled by hand. Some people have come to see me with forms where their illness was described on the form as difficulty in breathing, or something like that, and scribbled on a piece of paper. When they try to submit that to some of the workers of the ministry, obviously that is not going to go too far and it is not going to have much of an impact. I do not blame your workers for not liking a form filled like that too much. It is not very impressive.

I do not know if letters being sent to medical practitioners, urging them to pay special attention to this very important information, would be of some benefit. Maybe this has already been done and they are just not listening. The majority of them are obviously doing it well, but there are some practitioners who are not.

Hon. Mr. Drea: I am listening to you.

Mr. Boudria: No. That is not what I said. I said the doctors. Maybe you have already sent letters to the doctors explaining how important their forms are.

Hon. Mr. Drea: Mr. Boudria, it is very difficult to start cross-questioning a physician about it when he gives his diagnosis.

Mr. Boudria: I know that.

Hon. Mr. Drea: This is a very real problem. If he wants to put down "seems to have lower back pain" and signs his name to it, it is very difficult.

Mr. Boudria: Actually, I said in my remarks a few minutes ago that it was difficult.

Hon. Mr. Drea: I think you would understand that it is very difficult. It is also very difficult to say he handled it casually.

Mr. Boudria: Yes, I recognize that. Nevertheless, I shall say that some of the ones I received warranted some questioning as to the way they were filled out, not to be overly critical.

Mr. R. F. Johnston: To be generous.

Mr. Boudria: I have asked some of them if they would consider filling them out again. Some of them have done it and they did pass the second time. They had been refused the first time, they filled the forms out better, and they passed. You may say it could be just a coincidence, but I suggest there may be something a little bit more to it than that.

Hon. Mr. Drea: Mr. Boudria, I want to make it very plain. I have no comment to make on the professional qualities of physicians in this province.

Mr. Boudria: Fine. But I am still going to be concerned about the way the forms are filled out.

Hon. Mr. Drea: I would think that if you have an idea or you have evidence that somebody is providing improper diagnosis, you should go to the professional body, which is the College of Physicians. I would think that is the only alternative.

Mr. Boudria: Perhaps, but I still do not think that medical practitioners are aware of just how important this is. I am not questioning whether they are aware of how their work should be done. They may not be aware of how important the form itself is or that the form has that kind of an impact. They may erroneously think, for instance, that form is sent along with the patient to the people reviewing the form. They may not know that the form comes to Toronto by itself with no patient and the decision is based upon what is on that form.

I do not know whether they are aware of all of that. Perhaps you or your deputy could fill us in on whether or not—perhaps you have already sent a letter to all physicians explaining that this is your new form and it is used in such-and-such a way. Maybe they already know that. I am not sure. You can address that later.

There are a few things that are of a local nature which I will raise. I will be very brief. The Association for the Mentally Retarded at Prescott-Russell, which you are familiar with, I

believe, is back on its feet and is well at this particular moment. There have been incidents which have occurred in the past that are being questioned by some people in the community right now.

Again, I am just being generous. There are actually allegations that have been made.

Hon. Mr. Drea: You put it down on the Order Paper. I can reply to the Order Paper.

Mr. Boudria: No, it is not necessary. I just want you to know that some of the communities feel concern.

Hon. Mr. Drea: Yes. You put the question on the Order Paper.

Mr. Boudria: What I put on the Order Paper was not as to the credibility of the group. I did not put that on the Order Paper. I only asked for a few documents which you may want to provide to us if it is possible. From there, hopefully, with the rest of the compendium of information that was provided to us, we will be determining whether we, as a—

Hon. Mr. Drea: Compendium? I do not understand that.

Mr. Boudria: The minister may not be aware that a local group has provided a compendium of information.

Hon. Mr. Drea: Oh, have they?

Mr. Boudria: Yes, to us, with some statements that you are probably familiar with.

Hon. Mr. Drea: No, I have not seen it. I do not know what you are talking about.

Mr. Boudria: I assumed they had sent you a press release.

Hon. Mr. Drea: No. They have not.

Mr. Boudria: They sent it to the local news media, in any case, regarding the previous administration of that group, and that is why some of the information was asked of you on the Order Paper. I must say that I am satisfied with the present group, and I do not know whether there is any question regarding the previous one, but that is not in my mind as to the present group of the Association for the Mentally Retarded of Prescott-Russell.

There has been an unfortunate incident in my constituency which you and I are both aware of, and that is the whole issue surrounding the three potential mini-institutions, would-be mini-institutions, or any other word you may choose to use. Those three institutions were talked about in my constituency. At some time it should be clarified once and for all, and then the whole issue could be forgotten. There is nothing

I would like more. It comes back every second week. It has been discussed ever since that day in my constituency.

Hon. Mr. Drea: One line: there never were any. That is the best I can do for you.

Mr. Boudria: I recognize that. You have told me that on a couple of occasions before.

Hon. Mr. Drea: I do not care how many stories people with vested interests had down. There never were any in terms of funding or any practical things.

Mr. Boudria: There were three land options. I will look in my files and see if I still have the documentation on the land option in Alfred, the one in Clarence Creek and the one in the township of Cambridge. There was an alleged proposal by the government to buy those three particular parcels of land and build three mini-institutions. You are saying no option was ever signed and no attempt was made to purchase them.

Hon. Mr. Drea: No, Mr. Boudria, there was no formal plan, approval or anything else regarding those three sites. Whatever was being done was very exploratory and was being done elsewhere in the province. We will give it all to you here, once and for all, but I tell you it will not do you a bit of good.

4:10 p.m.

Interjection: Bring it up under the appropriate vote.

Mr. Boudria: That is what I will do. I will get into it in more detail at that time.

Mr. Chairman: I would suggest that, as part of the official opposition's response, you could keep that question for later on for the appropriate vote.

Hon. Mr. Drea: We will give it to you in writing so you can read it. It will not do you a bit of good, but we will try. As I said, there are vested interests who will never believe it.

Mr. Boudria: I am not saying whether you are right or not, but I would love to see your response on that at the appropriate vote. I will bring the documentation I have and we could discuss it in greater detail. Now it is on record perhaps you will want to bring whatever documentation you have for that particular vote.

Hon. Mr. Drea: We do not have any.

Mr. Boudria: Well, then it will be easy.

Mr. R. F. Johnston: It will be easy to bring.

Mr. Boudria: In closing, I would like to direct a few remarks to the minister. I hope the

commitment we will see from your ministry is not one that could be paraphrased from Thomas De Quincey, "Listens to the sighs of orphans and drinks the tears of children."

Hon. Mr. Drea: Is he the fellow who wrote *Confessions of an English Opium-Eater*?

Mr. Boudria: That is not the kind of remark that—

Mr. R. F. Johnston: St. Thomas Aquinas?

Hon. Mr. Drea: Who did you say? I am sorry.

Mr. Boudria: Thomas De Quincey.

Hon. Mr. Drea: Is he not the fellow who wrote the book, *Confessions of an English Opium-Eater*?

Mr. Boudria: I do not know.

The work of your ministry, its responsibilities and its commitment that we described earlier are much larger than the partisan concerns of party politics or any partisan concern that any of us may have. Often in the House when we ask questions of the minister—sometimes, and hopefully all the time, with the best intentions—with a bona fide view to assisting the citizens of this province, the minister chooses to respond in a battling and derisive manner. In so doing, I do not think it serves the people nor the Legislature. I say that very honestly.

I know it is perhaps the style of the minister, but I was not elected to do battle. I believe I was elected to serve the people of this province. I bring this to your attention, your reflection and your consideration. I say this very honestly.

Finally, in carrying out his duties and responsibilities, the minister should recall the words of Alexander Pope:

"Teach us to feel another's woe,
To hide the fault I see,
That mercy I to others show,
That mercy show to me."

I am just asking you if you can—

Hon. Mr. Drea: Be friendly with you?

Mr. R. F. Johnston: Be gentle.

Mr. Boudria: I am not asking the minister that. I am only saying I am trying to be as fair and as objective as I possibly can.

Hon. Mr. Drea: So am I.

Mr. Boudria: I am only requesting the same thing from others.

Hon. Mr. Drea: I am really very friendly, you know.

Mr. Boudria: I do not doubt it.

Mr. R. F. Johnston: I am the hostile one here.

Mr. Boudria: The one right behind me is telling me he is hostile.

Hon. Mr. Drea: I am friendly.

Mr. Boudria: I know the minister and I got off to a bad start a year ago. Again, it was on the famous issue in Alfred. I hope by the end of these estimates, once that is clarified, the whole thing will be clarified forever. I know that was part of the—

Mr. R. F. Johnston: Bosom buddies.

Hon. Mr. Drea: Should we sing "Let Me Call You Sweetheart" together?

Mr. R. F. Johnston: Not until I get a tape recorder.

Hon. Mr. Drea: I do not get all of this.

Mr. Boudria: I am only trying to be logical. I do think it should be clarified once and for all.

Hon. Mr. Drea: I will clarify the Alfred situation.

Mr. Boudria: All right. That is the only thing that I am asking.

Mr. Cooke: I think we would rather have you drone in the House like the former minister than the presentations—

Mr. Boudria: Besides the partisan features that do separate us, I do not think it is necessary to have any other thing that unnecessarily creates any kind of bad feeling between people.

Hon. Mr. Drea: Let me assure you there is not.

Mr. Boudria: I am only suggesting that as a reflection to all of us because I do not think I have demonstrated that nature in me with other members of the Legislature.

Hon. Mr. Drea: Just so we straighten it out, I kind of like you.

Mr. Boudria: I consider myself lucky.

Hon. Mr. Drea: I like just about everybody.

Mr. R. F. Johnston: Name names.

Mr. Cooke: Hopefully there are at least 21 exceptions.

Mr. R. F. Johnston: You are really stretching it, Mr. Cooke.

Mr. Chairman: Thank you, Mr. Boudria.

Mr. Boudria has commented on the minister's style and probably he is sensitive to some aspects of the way he says things, but I am sure that perhaps an invitation for lunch or dinner one evening would settle some of that.

Mr. Cooke: McDonald's is taxed.

Mr. Chairman: We will proceed. I am sure the minister has taken note of a number of ques-

tions; some of them were answered rather diligently.

Hon. Mr. Drea: Mr. Chairman, I do not want to delay the committee at all but I want to make it very plain about the court cases. It would be very improper for me to comment on the decision of the court in Brockville. The decision is self-explanatory. On the foetus cases, the decisions of the courts are self-explanatory. I am always guided by the rule of law. Those two foetus cases are not really definitive cases.

Mr. Boudria: Maybe not.

Hon. Mr. Drea: I am not going to comment. It would be more proper for the Attorney General or—

Mr. Boudria: Nevertheless, what has come out of some of those cases may change policies within the ministry at one time or another. It was really that that we were looking at, not whether you like or not like the judgement in the case of the Brockville children's aid society. That is not the question.

Hon. Mr. Drea: Even under the best of circumstances, I would refer it all to the Ministry of the Attorney General and the chief law officers of the crown.

Mr. Boudria: In the cases of the children's aid societies, what I was trying to get at is if you felt damage had been done in any way to the societies, either to their reputation or something else, was there anything you saw that you could do in order to repair any damage done? Or is it your opinion that none was done? I am concerned about those types of things.

My question was not on the merits of the case at all. Obviously we should not question that type of thing and I do not intend to. The only thing we wanted to know—and, again, in the foetus case—is will those decisions impact any focus of your ministry or will it change any policy within your ministry?

Mr. Chairman: I do not know if the minister will answer that.

Hon. Mr. Drea: Mr. Chairman, I do not want someone picking up Hansard and reading half-way through. This is very significant to me.

In terms of a Criminal Code proceeding, which is what went on in Brockville, and in terms of other proceedings that went on in the courts of Ontario and of British Columbia, I have no comment whatsoever and I cannot have. I really think it should come from the Attorney General.

Mr. Cooke: He is asking for policy responses within your ministry.

Mr. R. F. Johnston: To be fair, I do not think anyone is interested in your opinion of the judges' ruling in any case like that.

Hon. Mr. Drea: It is pretty difficult on the basis of the questions that were asked not to reflect on the ruling.

Mr. R. F. Johnston: But there are matters that come out of the Brockville case. The fact that the case occurred is something that should be of concern to the minister because that was the first time it has ever gone that route. It raises questions for people in the field, as you know. I am sure you have received letters, as I have, from social workers who are concerned about the prospects—

Hon. Mr. Drea: Not since the court decision.

Mr. R. F. Johnston: We will come back to that. I want to ask questions around policy, not around the rule—

Mr. Chairman: Mr. Johnston and Mr. Boudria are trying to discuss the implications or the impact this may have indirectly on the perception of the responsibilities of some of the members of the children's aid societies in other cases. Mr. Boudria, I am sure there will be adequate comment from the minister on your response to his statement.

We will now proceed with the official critic from the third party, Mr. Johnston. We have more than an hour and a half to go until six o'clock, so could we proceed now with Mr. Johnston.

4:20 p.m.

Mr. R. F. Johnston: Not that I am intending to take up the whole length of time, Mr. Chairman.

Mr. Chairman: We will adjourn whenever the committee feels it is time to adjourn.

Mr. R. F. Johnston: Exactly. I do not have any problem with that as long as it is after I have finished my remarks.

Mr. Cooke: I was just going to move adjournment.

Mr. R. F. Johnston: I thought Mr. Cooke might be. Mr. Chairman, one gets a real sense of déjà vu every time this ministry's estimates are done. Mr. Cooke tells me it is the same thing in other ministries he has had, but I remember the member for Bellwoods (Mr. McClellan) saying that after a while he just could not face the notion of having to go through the same line items again and again. Quite frankly, we are not seeing as much change as we would like to see as

an opposition party in the policies of this ministry.

It is good to have a new critic for the Liberal Party. I think one with his own notes is an admirable change in policy. He has an obvious interest and concern in this field as has been shown in his questions in the House and in the way he has phrased his presentation today. So that is something new to get us interested. I guess I am feeling less concerned about having lost five hours of estimates than I thought I was going to be because of this. It is not a sense of futility exactly; it is more a sense of futility about any kind of change.

Hon. Mr. Drea: I guess the member wrote his own notes.

Mr. R. F. Johnston: I am starting off being generous.

Hon. Mr. Drea: It is the same anecdote as last year.

Mr. R. F. Johnston: Not exactly, because Mr. McClellan was here with me at the time. I am very pleased the committee is looking at violence in the family. I am glad we have taken time to do that, and as I say, I am more than happy to concede part of the line-by-line examination of the ministry's budget this year so that we can look at a substantive policy matter in some detail starting over the summer. At least, that is my view of what we are up to.

As the minister is probably aware, we will be limiting ourselves to the matter of spousal abuse because we only have two weeks of hearings this summer.

Hon. Mr. Drea: I did not know that.

Mr. R. F. Johnston: As a result, we would like to discuss things like child abuse during these hearings and go on like that.

Hon. Mr. Drea: Sorry, I did not know that. It was my understanding that we were doing family abuse.

Mr. R. F. Johnston: That is our overview but our timetabling in the summer was such that we could only get in two weeks. We just thought it was impossible to get in more.

Hon. Mr. Drea: I am sorry. My information was that it was the broad one.

Mr. R. F. Johnston: The question of family violence seems to be very much au courant at the moment. It has come up at the federal level and is being dealt with by justice secretariats at the federal and provincial levels. I hope it is not just à la mode. It is a matter of importance to all of us.

When we go through this exercise year in and year out of just going over line by line, I think we may lose perspective on overall policy areas that maybe we, as a committee, should be looking at more as legislators, and not just examining the accounting, as it were, of the ministry's expenditures in a given year.

The increase in the ministry's overall budget is around 11.5 per cent for the ministry this year according to my calculations and by the minister's own notes, as I recall. That is around the cost of living, the inflation rate for the year. One can therefore say the status quo is being maintained.

I am pleased to see some of the initiatives the minister mentioned in his opening statement and I would like to come back to those as we go through the estimates. I will touch on a few of them today. It might alert members of his staff to come forward with some of the information I am obviously looking for.

I do not really know how the ordering of estimates comes about. I indicated I was willing to go anytime and that is the way I was approached by my House leader. We did meet in the fall and here we are, just a few months later, looking at them again. I cannot help but notice that one of the reasons there are not many changes is that some of the initiatives the minister announced last fall are still in the process of development. Therefore, I feel quite a sense of frustration about that in terms of the home support services for the elderly.

We really do not have anything more here than we had in the fall in terms of the direction we are going in. If I was to think about it again and to think about where we are in terms of the family benefits transfer issue and the lack of information there is on it, I would much prefer we were not dealing with these estimates at this time. I would prefer to wait until we had some more substantive changes to deal with.

Hon. Mr. Drea: It is the same as last year. I tried to get them done in the spring and they were thwarted. That set the timetable, the member will recall.

Mr. R. F. Johnston: I do regret the lack of development in those areas may inhibit us in terms of our discussion. For myself, as a critic, that is just a little frustrating. It is a massive budget. As a percentage of the overall provincial budget, it is not an increasing percentage, as has been pointed out by the critic for the Liberal Party, but it is a very large expenditure of funds, almost \$2 billion worth of provincial dollars.

There are many programs I laud and am

pleased to see are in place in terms of a social services network in this province. There are many changes I would like to see in them, and we will talk about those. But if I have one overriding disappointment in this presentation, and I guess it is a development from past presentations as well, it is that it does not deal with the whole question of income maintenance in an adequate fashion.

We could talk about the other kinds of support services all we want, but we have a budget brought down by the Treasurer (Mr. F. S. Miller) in a time of incredible recession and inflation, and there is not one mention of the poor at all. There is no stressing of any kind of a priority in terms of who is hit by inflation and who is hit by recession. It brings out the socialist irony.

This has been admitted by the Treasurer to be a budget for winners. There is no attacking the doctors for their income raises. There is money for businesses that have done well, but not for ones that are marginal at the moment or unincorporated as small businesses. There is no redress for the poor in direct terms. It is all trickle-down philosophy. That becomes reflected in the line items to do with income maintenance in this ministry's budget.

There is an overall increase in the ministry's budget of 11.5 per cent, but there is a 9.3 increase in income maintenance. That strikes me as outrageous. If there is an area where there should be concentration in these times of high inflation, it is poverty. At the tail end of the minister's remarks, when he was praising the former deputy minister, he said the old responsibilities of the ministry used to be income maintenance and services to the elderly. Then they expanded and flowered.

I would suggest it is time to take a real re-examination of one of the fundamental bases for this ministry, and that is income maintenance. That 9.3 per cent might be said to be close to the inflationary rate, but one has to understand, as I will show as we go through this, that there are more people being served as well. These are not the same number of people getting 9.3 per cent more. These are more people getting only a 9.3 per cent increase in the budget, even though inflation is above that rate. So there is less money going into the poor through this budget in this ministry's line items this year than there was last year.

I do not know which of these poverty lines one accepts. The one chosen is really insignificant. It is just a matter of then determining the

percentage below which these figures are. The Statistics Canada estimates for 1982 for a family of one—they break it down by population areas—in a population centre of over 500,000 is \$7,303. There are some that are higher and some that are lower than that, but you would not deny, I presume, that no matter which one of the groups you want to look at, whether it is guaranteed annual income supplement D, family benefits, people on permanently unemployable allowance or general welfare assistance recipients, there are none of them that are above the poverty line—any accepted poverty line in the country—and they are falling farther behind the poverty lines.

4:30 p.m.

I raised this in the House the other day with the Treasurer, in terms of attacking him on his lack of emphasis on this area, that since 1975 a mother on GWA with one child has lost 23.4 per cent against inflation. A mother on family benefits with one child has lost 14.8 per cent to inflation. A Gains D single person under 65 has lost 16.2 per cent against inflation.

He came up with a budget again this year that does not address their catch-up, although we can address the doctors' desire for catch-up so that they can get \$130,000 a year; but the budget does not address the basic needs of these people. I do not know how you argued with the Treasurer for increases. I do not know how that operates, but you have had in the last number of months any number of items you could raise.

The National Council of Welfare's report on poverty said that 8.7 per cent of all families in Ontario are poor, that is, approximately 193,000 families; that 27.7 per cent of all single people are poor; that 41.5 per cent of female-led families are poor, below the poverty line. The statistics go on and on, and I guess in a way they numb people to what that means in reality, how that affects families.

What is the priority of a government if it is not to make sure that everybody has the basics, that they meet at least what we would consider basic living standards in our society? I do not see that being addressed federally, and I sure do not see it being addressed by your ministry. I do not know why the Treasurer was not convinced there should be more money; I presume you did argue for it.

However, if you look at page 41 on income maintenance and look at the rates that are listed down there in black and white, you will see that single persons on family benefits get \$278 a month. Simple multiplication by 12 tells one

that the person who is receiving that is expected to live on \$3,336 a year. Can you imagine trying to live on that?

I will turn to another page, page 43, that really shocked me, and I would like this statistic checked because I do not believe it. It is on accommodation types by recipients. It notes that 40.1 per cent of the recipients are living in private rental accommodation. My God, I look at the average rent in a place like Toronto, and I look at single FBA recipients receiving \$278 a month, and I cannot imagine how they pay the rent, let alone pay for food.

Do you remember the table of what was needed that was put out, I think, by the Metro Toronto Social Planning Council for a single male unemployable? It listed the kinds of things they might need monthly: food costs, \$121.76; clothing, personal care, transit and so on, \$206; household operation, furnishing, equipment, \$42; medical, dental and health care, \$34; rental of one-bedroom apartment on the average in Toronto, \$276. It says here that they are getting \$278.

We can get into the niceties of the shelter allowance if you want to and how that has been administered by various generous municipalities, most of which have never got up to the \$50 maximum that there used to be. Maybe they are feeling more inclined to, now that the ministry is picking up 100 per cent. I should be interested in hearing a report on that. No matter how you look at it, it is unthinkable that we are asking people to try to live on that kind of money in our social system.

I got press out of it, and in some ways I felt a little like I was using people, but I went down to the city hall garage in Toronto last fall on a tip that I would find people sleeping in the stairwells. It became sort of a fancy cause for a little while. We found 22 men sleeping in the stairwells. For the rest of the winter they could not stay there, even if they had wanted to, because the city developed the policy of opening the door tops so the wind would come down through the garage every night and it was too damned cold to stay there.

Luckily, some local politicians put on some pressure, and All Saints Church came through, allowing them to open up the floor of the community centre attached to the church for those people to stay there. I went down there one night in January and saw 300 people sleeping there on the floor—not sleeping on cots. Some of them were sleeping on pads, but most of them just sleeping directly on the floor.

Most of those people would be on general welfare assistance, I would presume, or maybe under the Family Benefits Act or maybe ex-psychiatric patients. Who knows? They were not the kind of people you could just go to interview and find out that kind of thing from very easily. I felt totally uncomfortable even wanting to approach them on that kind of basis. There is a real sense of invasion of privacy that I felt. Those people were living on this kind of income and obviously could not find accommodation.

I remember going to the housing registries that we have in the city that deal with those 40 per cent of the people, I presume, looking for accommodation in the private market, and they had real trouble finding accommodation. The average single room with a shared kitchen in the Parkdale area, as of last November, was \$50 a week. That takes out \$200 plus a month from somebody's budget, if one can get the room, because what we discovered is that about 50 per cent of them would not accept anybody with a child.

About the same number would not accept either men or women, whichever way they happened to go unless the man was over 65 years of age. Rampant discrimination in terms of the housing sector was found to be the case all through the three registries that were operating then; there are only two going now.

We are not caring for those people in real ways. Fundamentally, if those people do not have enough money to live on, if a single person on the guaranteed annual income system for the disabled is getting, for some reason or other, another \$1,000 more than the person on family benefits, that person is still getting only \$4,368 a year. A mother with one child is getting \$5,676.

You can add to that. You can take it up if you want and add in all the potential things somebody might get. We have done that. A mother with two kids over 13 would be eligible for about \$6,588. There would be a back-to-school allowance that could be worked in. There could be a federal child tax credit that could be worked in.

The Ontario tax credit where they happen to be living might be worked in. The average value of OHIP and drugs, etc., we worked out to be about \$440. The income would still come to \$8,734 for those three people to live on for a year—again, 20 per cent below the poverty line at that time.

I do not understand, as I look at your budget this year, why I am looking at a 9.3 per cent increase. I understand why it is important to

have more community developmental facilities for the developmentally handicapped. However, as a basic priority for your ministry, I do not understand why there has not been more money going into this area. During the course of our deliberations here I would really like to discuss in more detail with you what we have to do to make people understand that this should be a priority.

4:40 p.m.

I do not know how many of these to look at. I have been asking for numbers of welfare recipients and for clippings on anything to do with welfare from the various communities around the province. Almost everywhere one looks—in Brantford, welfare rose again in March to 1,574 people, up 400 from the year before. The Sault Ste. Marie budget was up by \$1.3 million.

There is an article on homeless and poor ex-patients and the amount of money they are living on. One can find articles like this all around the province. Basically, the number of people who are in need of assistance is going up dramatically, yet the increase is only 9.3 per cent.

Because it is part of all this, I will move to the notion of moving family benefits to the municipal level. I agree with some of Mr. Boudria's comments on the effectiveness, at least the consistency, of the delivery of the services in this ministry for family benefits workers around the province. One can expect a certain level and a certain standard of assistance for people. Very little has ever come to my attention about people actually browbeating family benefit recipients. I have never heard of staff from the ministry doing much of that kind of thing. I believe they are all overworked. I believe their case loads are too high.

I have raised the question of a couple of child abuse cases raised with me by family benefits workers and their concern about some of the ramifications of the Brockville case and other things concerning their responsibilities. One of them saw someone just prior to the death of a child and was perhaps in a position to be able to warn of or indicate there might be difficulties, but was not trained or capable of doing it.

However, general welfare is totally different. There are some jurisdictions where welfare is dealt with, well, progressively, and in others, as the minister knows, the attitude towards a welfare recipient is essentially to try to prove them ineligible. I had a case brought to me last year of a person who moved for housing reasons from Kingston to the Napanee area; two differ-

ent jurisdictions. They had been on welfare and Kingston was very supportive. They went to Napanee and were immediately cut off. I had three or four of those brought to my attention.

I have huge concerns, as we have said in the past, about the whole move of family benefits to the municipal level administration. Until I have a much clearer statement than that given in the minister's remarks that they will not be part of the general welfare assistance program, and until I know what the criteria are for the delivery of services to these people at the municipal level, I am going to have the greatest concern with the statement that municipalities will have responsibility for all recipients who may be able to benefit from employment services geared to assisting nondisabled recipients to self-sufficiency.

The minister said it is not going to be under general welfare, but I do not know what it is going to be under. I do not know what the criteria are going to be. If that Napanee welfare administrator is in charge of it, my belief is he will say: "Lady, you are capable of going out to work with your two kids. I think there are enough assistance programs here for you in the community. You go out and work."

Unfortunately, the minister's comments have not made me feel any better about that transfer. That is why I am frustrated. He is saying he is currently in the process of finalizing plans and I may not be hearing what they are going to be while I have him before me in estimates. I am going to be pushing for more information on that in the next little while.

Hon. Mr. Drea: The member is going to oppose it anyway. He already said in his letter of March 12 that he was going to oppose it.

Mr. R. F. Johnston: As I said before, I am opposed to it because of the danger of turning it over to municipalities. I am opposed to it because the minister is not being open in terms of what is going on with it.

Hon. Mr. Drea: No one has been more open than me.

Mr. R. F. Johnston: We will get into that as we go along. I find the process backwards. People are going to be moved from family benefits to whatever at the municipal level, with the responsibility for running it with the municipalities, and then various types of employment support services are going to be introduced to provide sole-support mothers a real alternative to life and social assistance. It is the same kind of deinstitutionalization concept we have had in

the past where we emptied the institution and then talked about providing community and social services afterwards.

If I am expected to be happy about this ministry's present network of services to support those people to get off family benefits, the minister is expecting things from me that he is not going to get. The day care programs are nowhere near large enough to assist the numbers of people who should be moved off family assistance.

In my view the Minister of Education (Miss Stephenson) has not been at all interested in the whole question of re-education of women who are on family benefits. I have to fight, as I have said to the minister in the past, just to get them student loans with the present Minister of Education.

I am expecting to see more and more of the kind of headline we saw in the *Kitchener-Waterloo Record* recently, that 70 per cent of welfare mums are employable right now. There is no difficulty with these family benefits types, we can just shift them off. They can really go out to work.

Hon. Mr. Drea: Who said that?

Mr. R. F. Johnston: I am extrapolating from—

Hon. Mr. Drea: I am just curious as to who said that.

Mr. R. F. Johnston: The report is from the Waterloo region social services council and the headline is, "70 Per Cent of Welfare Mums are Employable, Study Says."

"More than 70 per cent of the women on general welfare assistance or family benefits programs in Waterloo region are considered employable, according to a study released Wednesday." It is dated April 22, 1982. Then it goes on to explain who these people are.

"More than 70 per cent of these people are people who have got less than a grade 10 education." Well, I guess they are employable. I guess we can go out there and get them jobs as dishwashers and put them on the fabulous Win program, which is now up to 1,600. It is a massive leap over last year's 1,100; it is a 50 per cent increase. But what is the percentage of the total number of people on assistance? It is infinitesimal.

"People have a major problem with access by transportation," it says here. "Seventy per cent of them are unskilled and with 60 per cent of them that is a major factor," but these people are all employable. Then, if one wanted to one could juxtapose that with some of the articles on

day care facilities in that region and some of the fights going on to try to get more day care.

One can say we are going to see more of that. Those people are employable. A mother should not have the choice of staying home. Why should they have that right? I notice that in his statement the minister does not come out with a specific position on whether there is a freedom of choice or not.

Hon. Mr. Drea: When I do, can I count on the member's support if I meet his criteria? Then what will he do?

Mr. R. F. Johnston: Then, as I have done in the past whenever the minister has done that, and it has not been often—

Hon. Mr. Drea: Quite often, but I have yet to see the support. The member always finds something else.

Mr. R. F. Johnston: A total lack of generosity. I would be more than happy to give support if the minister can convince me.

Hon. Mr. Drea: When?

Mr. R. F. Johnston: If and when the minister ever does, yes. I would agree with that as well.

Hon. Mr. Drea: We shall see in September.

Mr. R. F. Johnston: Yes, it is in Hansard now. The minister might quote this Hansard more accurately than some others he has.

It seems to me it is a real chicken and egg situation at the moment; talking about the transfer, setting it up, having these committees during the planning of the pilot projects, working up criteria no one knows about at the moment, and yet not having the kinds of training programs, day care programs, education programs and extra financing programs like Win should be.

I will raise some issues about what is happening already with the Family Benefits Act and general welfare assistance. I would like to know a little bit about the way the shelter supplement and fuel allowance are being interpreted. I have had some reports that under an item passed—I am not sure when, but you have a guideline out about that which is being interpreted as that you cannot get both fuel assistance and/or the shelter allowance. I would like to have some information on that.

4:50 p.m.

I would also like to know if there has been a change in policy, dated back to July 7 of last year, on the notion of someone who is on FBA receiving back payment for something like CPP or some other form of assistance that in the past

would have only have been deducted from that person's monthly amount; or the whole month might have been taken away if there was a lump sum. Now, as I understand it, it is considered to be an overpayment and back-dated, even though it is not done in that way by general welfare.

Fundamentally, as I look down your income maintenance section, I cannot be very happy with the response you have given to the people in this society who are the least well off. I would hope in your response you will give me some explanation as to why it is that they have not received a kinder reaction from your ministry.

I will be raising a number of other matters, some of which I will let you know about now and others I will spring on you at the appropriate time.

I notice there is no comment in your opening remarks about SARB—the Social Assistance Review Board for those of you who do not like acronyms. We have had correspondence on this. We also had a major discussion on this in the hearings of this committee last fall. During that time you made some undertakings of things that you were going to be looking into and on which you were reporting back.

Hon. Mr. Drea: I do not think I undertook to report back.

Mr. R. F. Johnston: I believe that, for instance, one of the questions was the whole matter of what process could be undertaken by a minister if he or she was not pleased with a member of the board if there were complaints, etc., and I brought up specific examples. We wanted to move to the general from that and you said you would look into whether or not there was anything on that process to report.

Hon. Mr. Drea: I thought Mr. Boreczak reported back on that.

Mr. R. F. Johnston: Did he? I did not know.

Hon. Mr. Drea: I think the only reason he was not here one day—I will look into it for you.

Mr. R. F. Johnston: I would like you to give us some indication, going further on the medical question that was raised by the Liberal critic, why it is that those multiple reports are still not open to those who are working on behalf of people who are appealing, or open to the appellants themselves.

At the moment I can go to the Workmen's Compensation Board, that wonderful open institution we all love so well, and I can have access to the medical statements by board medical officers as long as I indicate that I am using it for the purposes of that appeal. Until that is the case

for SARB I do not believe we will have a real opportunity to a fair and open appeal on those medical grounds that are often needed.

There are many other items under SARB and when we come to that line item I will start to go through them again, because they are not all on the tip of my tongue at the moment.

Interjection.

Mr. R. F. Johnston: When the vote is up, that is when I will ask, depending on how we are moving along, but we will have to guesstimate as usual on that.

I would like to spend some time with you discussing the new funding approach for the children's aid societies. I gather from your comments you think it is a better approach and that everyone is happy with it. I would like to talk to you about the timing of it as much as anything else, when the decisions are made. It seems to me there is, if I could put it this way, some fine tuning that might need to be done.

I am very concerned about the implications for staff of the Brockville incident. It is nothing to do with the ruling, which I do not think can be taken to do an awful lot in terms of precedent, but because of the fact the matter went that way, that it went to the courts in that fashion. I am really concerned about what that is going to do for us in trying to get people who want to get involved with children's aid work. I also think it extends further, because we are now talking about the responsibility of other people in other fields of the helping professions as to child abuse, reporting it, etc. Other people now will wonder what their liabilities are.

I have a feeling that Judge Ward Allen's epic on the Popen case is not going to provide us with answers to that. I would be very interested to know what the ministry is thinking about this, what kinds of initiatives you feel are necessary or if, as you were hinting, there is no need to do anything because the judge ruled that those people were not guilty. He did not rule that those people should not have come before a court, he just ruled that they were not guilty of the charges as they were laid out—at least that is my interpretation of it—and that is a very different matter.

I read the new results of the child abuse registry. I have to believe something is wrong with that registry. We had Dr. Sohn before us for a few minutes, talking about a large number of things and in conjunction with the family violence thing, but I would really hope that he might come back before us again and that we might look at this whole matter of the registry.

I cannot believe that the number of real cases of child abuse is diminishing. If the real cases are not diminishing, then why is it that we are not finding them reported on this registry? Why has there been such an alarming or disturbing drop? If it meant that they were not happening, it would not be alarming at all, but this is a disturbing drop in the number of cases that are being put forward.

Hon. Mr. Drea: Do you want him back?

Mr. R. F. Johnston: Yes, I think that would be very useful.

I want to talk to you about where you are going in policy on prevention. I mean by that I do not want to just talk about whether or not the parents' resources centre should have been funded or whether another model should be funded, but about the scope of the models you are looking at, what kind of assistance are you going to be giving to children's aid societies to do that kind of preventive care work, and to other groups, and to have some kind of major discussion of that.

I was surprised to see—maybe I should not have been—that there is no mention at all in your opening statement about the activities around native children that have been undertaken by the ministry, in terms of the experiments on the various reserves in north and northwestern Ontario, in terms of having children not taken off the reserves into the care of white families but to be dealt with by natives in the native community, etc.

I was hoping we might have some kind of a report on that. I approach the subject with some trepidation, because I believe in the concept greatly and I do not want to try to undermine the concept, but I am hearing mixed reports on various areas.

Although I gathered we could look at Rainy River and see some considerable success as to the number of children who are now being cared for in the community and in fact are not even taken into custody, we can then look again at a couple of the others around Kenora and see no change at all. In fact, we would see the same kind of horrible statistics on the number of kids who are being handled by the children's aid society there, again mostly in white homes, and that sort of thing. I would really hope that we might have some response from the minister on that.

When you read estimates over and over you wonder sometimes how real are the statistics you are reading, because as you know statistics can be used in so many different ways. I am a

creative user of them myself on occasion, as you will no doubt contest.

Hon. Mr. Drea: In the last hour, yes.
5 p.m.

Mr. Cooke: The minister is quite creative with statistics too.

Mr. R. F. Johnston: Exactly. I do not know if you feel that my statistics on poverty are open to dispute. I remember this one article of yours, wanting to be shown any one person who was—I have got the quote here somewhere—

Hon. Mr. Drea: Yes, that is right too. Just ask me how many I have been shown.

Mr. R. F. Johnston: Let me turn the question around to ask—the quotation is, “Show me the hungry,” Drea says.”

Hon. Mr. Drea: Yes, that is right.

Mr. R. F. Johnston: “I want to see why they have a problem, why there is a shortage of funds,” it says here. Let us turn it the other way around, and you can answer this later on, in terms of my using statistics.

You can say, “Show me your lack of funds,” and I say, “If you have \$278 a month, the question is the other way around: is that adequate, Mr. Minister?” The answer is no.

Hon. Mr. Drea: Mr. Johnston, why do you not read the article that comes from? That was from a social work professor who said 40,000 children were starving in Toronto. You and I both know that is not true.

Mr. R. F. Johnston: I did not say that was true, and that none of the things I said were. But I said people were living below poverty levels. I asked you to take your choice of statistics, and you are saying I was playing games with them, or using them creatively—

Hon. Mr. Drea: Yes, very creatively.

Mr. R. F. Johnston: I think I was using them to dramatize—

Hon. Mr. Drea: Do you want to take one?

Mr. R. F. Johnston: Any one of them?

Hon. Mr. Drea: Would you like me to give you one I thought was pretty creative?

Mr. R. F. Johnston: Sure.

Hon. Mr. Drea: That 45 per cent of mother-led families are poor.

Mr. R. F. Johnston: I did not say 45 per cent.

Hon. Mr. Drea: I am sure I heard you say that.

Mr. R. F. Johnston: I was quoting the national—

Hon. Mr. Drea: Yes, okay, you were quoting. You see, you blamed that on me. You at least

gave me responsibility for it. Now, since only one in five mother-led families in the province is on our rolls, obviously 25 per cent of the mother-led poor are not even known to us, have never applied.

Mr. R. F. Johnston: That would suggest they are working poor obviously, I presume.

Hon. Mr. Drea: Yes, but that is not the way it was put forward.

Mr. R. F. Johnston: I did not say they were on family benefits at all. I did not say they were on general welfare.

Hon. Mr. Drea: No, you did not say they had chosen to work, either—at least that 25 per cent.

Mr. R. F. Johnston: My God, what I was talking about was people living on incomes that are not adequate. Whether the hell they are poor workers or whether they are unemployed, or whether they are family benefits recipients, they are still living at a standard of living they do not deserve in our society—and you are the minister who is responsible for that.

Hon. Mr. Drea: No, I am not, not if they are working. No, I am not, sir.

Mr. R. F. Johnston: Let me put it this way. As a minister—

Hon. Mr. Drea: Try again.

Mr. R. F. Johnston: No. Look, you have responsibility. You are a member of cabinet, you are the Minister of Community and Social Services, you have the right to be able to say that you are concerned about people who are living in poverty—and if they happen to be on a minimum wage that puts them in poverty, you have responsibility to say so to the Minister of Labour.

Hon. Mr. Drea: Yes.

Mr. R. F. Johnston: You have responsibility to act.

Hon. Mr. Drea: Yes.

Mr. R. F. Johnston: Do not tell me you are not responsible, because you are.

Mr. Laughren: Stop denying it.

Hon. Mr. Drea: I am not. I am just saying, “No, I don’t think I am the sole responsible—”

Mr. R. F. Johnston: I did not say you were solely responsible, but I shall tell you—

Hon. Mr. Drea: Who are you talking to? Let’s quit playing games.

Mr. R. F. Johnston: You are responsible directly and solely for family benefits recipients

who are living in poverty. In my view, you are responsible for general welfare people who are living in poverty.

Hon. Mr. Drea: Yes.

Mr. R. F. Johnston: In my view you are responsible for people on the work incentive program who are living in poverty, and yes, some of them are. Do you want to deny that one?

Hon. Mr. Drea: Yes, I shall deny some of that. Go ahead. Keep going.

Mr. R. F. Johnston: You are directly responsible for all those. You are directly responsible for the guaranteed annual income system for the disabled. Right?

Hon. Mr. Drea: Yes.

Mr. R. F. Johnston: I am also saying you, as the Minister of Community and Social Services, have an additional social responsibility for people who are working poor.

Hon. Mr. Drea: Yes, and you have given me responsibility for the whole rest of the world too. Okay?

Mr. R. F. Johnston: You have more than that, Frank.

Hon. Mr. Drea: More than that?

Mr. R. F. Johnston: Yes, you do. You are damn right you do. It is to laugh, isn’t it?

As the Minister of Community and Social Services, in my view, you have a right to say, to make sure, that this kind of a budget does not come out, without—

Hon. Mr. Drea: Oh?

Mr. R. F. Johnston: Yes, you do, damn it. You have a right to say you are not happy with that.

Hon. Mr. Drea: I happen to think the budget is very fine.

Mr. R. F. Johnston: You do?

Hon. Mr. Drea: Yes, I do.

Mr. R. F. Johnston: Therefore you are pleased that your general welfare recipients are living on this amount of money?

Hon. Mr. Drea: Then look at my remarks about the budget in the House. If you choose to listen, you can, and if you do not choose to listen, you can go and whine some place else.

Mr. Chairman: Order. We were making some references—

Mr. R. F. Johnston: I almost thought we might have had a bleeding heart as a minister for social services. God knows where we might need one

if it is not in social services. Who else is going to stand up for them?

Mr. Chairman: Mr. Johnston, I think all of us understand the sensitivity and the concern that not only you, but all the members of this committee, including the minister, have.

Mr. Laughren: Come on, stop apologizing for everybody. Let them apologize for themselves.

Mr. Chairman: If we could simply control our emotions and proceed with your response to the minister's statement—

Mr. R. F. Johnston: Other items I will be raising will be the drop in foster care placements, or numbers of foster care homes, that is indicated on page 81 of your briefing book.

September 1981, as compared with December 1979, shows a drop of foster homes in the province by 361. As I recall, it was in December—was it last year or the year before that the big initiative was made to spend some money and to try to get more foster homes?

Hon. Mr. Drea: The year before.

Mr. R. F. Johnston: I would like to have some understanding, as we go through this, as to what has happened with our whole foster care program.

I will come back to children's mental health centres again. I am pleased to see that 19 per cent has been put into the budget in that area. As I said to you before, and I would like to get it on the record, I did not get information about what the percentage increase would be before I was asked what I thought might be a useful amount.

Hon. Mr. Drea: Eighteen, was it not?

Mr. R. F. Johnston: I said it should be well above inflation, something like 18 per cent or more. What I am concerned about, and what I said to them at that point, is not so much the percentage but the rationale for where we are going and what we are doing with them.

If that was not adequate to provide more than a small increase—and I think there are three new facilities mentioned in the estimates; your statement today, I think, confirms that—if it is not enough to deal with the waiting lists, and if it is not enough to deal with the regional disparities, then in my view there should be much more. I did not want to be tied to a specific percentage, and I still feel that.

Hon. Mr. Drea: But you will agree I exceeded the one you gave?

Mr. R. F. Johnston: Sure, I have no problem with that. You know how it is with the press

wanting to get you down to a specific figure, and they will choose it, no matter what you say in terms of adding after it.

Hon. Mr. Drea: But you had to give it.

Mr. R. F. Johnston: I thought it was not bad. As I said, and I will say it again if you like, I am happy with the fact that you have increased it as substantially as you have. I have great concern with what you are funding or not funding.

When I raised the question of La Maison Rouyn again, you came back with your information—you have it here today—about the Nipissing centre, the Nipissing centre, of course, being nothing like La Maison Rouyn in the kind of service it is providing.

The Nipissing centre is primarily an assessment centre. It is a day treatment place, not a residential facility. It does not deal with children who may have to be in an institution for two and a half years or more, as does La Maison Rouyn. It has nothing similar to the needs that are being expressed for the 19 kids from northern Ontario who—the last time I talked to La Maison Rouyn in Noranda—are resident there, people from Ontario who are being served outside our province.

I am glad that there is now an increased capacity at the Sudbury Algoma Sanitorium to deal with French kids. I do not think it does deal with the problem in terms of the Timmins area. I think there need to be initiatives there.

As you know, my position on group homes is to make them mandatory. I do not think we should wait for a community like Etobicoke or a community like Timmins, as you have suggested in the House, to finally come around to the need for it. Rather, we should say it is our responsibility; it is a social responsibility and we all have to take our fair share so the Parkdales of the world do not get dumped on as they are.

I do not understand the rationale for not funding the Children's Listening Centre. I was pleased to receive the report the other day—thank you for forwarding it—and one of the specific recommendations of that report was that this should be a children's mental health centre, it should receive funding, it is a good thing.

That it is needed is surely self-evident in terms of the clientele, not to mention the lobbying that has been going on and the numbers of people who have been writing in about it. The need is there. It meets one of the criteria in its nonresidential style that I gather you are after.

5:10 p.m.

I want to know more about what the rationale is for where we are placing these at the moment. Although I am obviously pleased to see what you are putting in, and I will not say that I am not, I want to have some understanding of how this is going to affect the waiting list we have, what your strategy is to meet the other regional disparities which will continue after you have made these adjustments.

We want to understand, for instance, why it is that your projection of the number of licensed spaces, again according to the estimates, seem to be down for this year, even after the increase of a couple of new places.

Hon. Mr. Drea: Which licensed spaces?

Mr. R. F. Johnston: In children's mental health centres, licensed by or funded—I forget what the line item is, I did not mark it down; I will see if I can find it.

Hon. Mr. Drea: You mean licensed residential spaces?

Mr. R. F. Johnston: Licensed residential spaces, yes. I believe there is a need for them.

I want to go in some detail into what has happened at White Oaks—CPRI was going to maintain that program—and ask just how many kids are actually there. If that was a facility that was so well recommended and seemed to be so needed—I am not talking at all about the rationalization of having to get rid of it because of the structural problems you have mentioned in the past—if that kind of facility was needed and it was so highly recommended for the kind of work it was doing, why is it that the last I heard was there might only be one child or a couple of children from that facility actually transferred to CPRI as they maybe develop the new White Oaks approach there, because none of the staff was going, so who knows if they are going to develop that model?

So of the model we were told was going to be going to CPRI, which might even be maintained in places like Thistletown in smaller ways, or on a regionalized basis, I do not see any evidence and I would like to have a report in some detail as to what has happened there.

Also you mentioned the Syl Apps Youth Centre. I would like to have some discussion later on about whether or not there is a privatization plan.

Hon. Mr. Drea: For Syl Apps?

Mr. R. F. Johnston: For Thistletown, and get specific about that, whether it is Syl Apps or otherwise.

Hon. Mr. Drea: No.

Mr. R. F. Johnston: No? Okay. I will ask you what the history of that is because it has been somewhat interesting to note the rumours as they have changed over the last number of years.

Hon. Mr. Drea: You hear rumours about Syl Apps every day of the week.

Mr. R. F. Johnston: Some of them even from the director and others.

You mentioned the increases in southeastern Ontario and I am pleased; that is good. Both Mr. Cooke and I raised concerns about the Windsor situation. I do not want to get into the niceties of discussion with you as to whether or not the 150 assessments, rather than care, is—

Hon. Mr. Drea: You should.

Mr. R. F. Johnston: You would like to get into that?

Hon. Mr. Drea: Yes, I would, not today but at the appropriate time, because I think it is a particular problem that should be discussed. In the light of Bill 82 it should be discussed right here. That is not only the Essex board, it is the Kent and some others.

Mr. R. F. Johnston: I think we should deal with that. I just wanted to say that in the way we tried to present the information to you at that point, both with the individual case and then the statistics, it did come out that I had said "care" rather than "assessment."

However, the fact that there were 150 just waiting for assessment I think indicates a severe problem as much as if those kids were going to get care, because we do not know. Even your response did not say exactly when we knew those children would be processed if they needed care, as one would presume they do.

Hon. Mr. Drea: I would like to discuss that because knowing from whence they were referred—

Mr. R. F. Johnston: But some of the other matters in terms of the other medical assistance that was required—the speech therapy, etc.—I think we need to look at what is happening, but I did not see things in this that I could respond to.

I think you have a great line in here about day care. I cannot remember what it was but it brought a smile to my face. I am aware of you—

Hon. Mr. Drea: I paused. I thought you would say something.

Mr. R. F. Johnston: I know, but I just chuckled. We will get into that and I do not think there is any need to talk about it now. We

can do that under the line item. It is obviously of major concern to me as both a social and economic issue.

I also want to spend some time on the elderly, from two angles. As I said at the outset, I do not see anything particularly new in the home support services that are laid out here. There is some fleshing out of the parameters that was not in the initial statement, but we still seem to be very rarely on. I would like to reconfirm that there are pilot areas that we are looking at, that the dates they are still talking about are 1986 for those to be in, as I recall.

Hon. Mr. Drea: Total phase-in was 1986.

Mr. R. F. Johnston: Is that so? To find out more than what our phase-in time is for these, I also want to deal with what is mentioned on page 10, that priority will be given to the following types of service: meals programs, companionship, etc.

Hon. Mr. Drea: Not in that.

Mr. R. F. Johnston: No, I am sorry. I am moving on. You are right.

Hon. Mr. Drea: The reason we did not put in the parameters is that we did not want to be terribly redundant. Nothing has changed. I just wanted to give you a progress report, because you spent about an hour the last time with Mr. Heagle, going over it in some great detail.

Mr. R. F. Johnston: Yes, that is right.

You praise some of the involvement of various groups providing facilities at the moment, the use of volunteers and senior volunteers. There are some conceptual things there I would not mind discussing.

Also, however, I would like to understand what is the rationale behind the Meals on Wheels philosophy of the ministry. What do you feel is a good Meals on Wheels program? Does it comprise three days a week, and that kind of thing? I think we have never really tried to hammer that out here at all. We have had what I would consider a pot-pourri of approaches around the province on Meals on Wheels. Some last through the summer, some do not; some are a couple of times a week, some are less than that—

Hon. Mr. Drea: That is why we want to bring them under one nutrition program.

Mr. R. F. Johnston: Right. I would like to discuss that sort of thing more.

I would like to deal with the homes for the aged again and to specifically go through this report on the homes in Metro, as to the concepts

that are being dealt with there and the range of extended care, the kind of approach they use to determine the needs for care in those institutions. When I was asking you those questions in the Legislature, in the one question and two supplementaries I had it was difficult to be able to deal with the meat of what is implied in that report.

I think there is a fundamental change in the notion of the continuum of care, and that the notion of arbitrary cutoff of extended care that we go by now on the hours of medical service is something which the scale they put down at the seven levels—

Hon. Mr. Drea: It might be more appropriate to do it all in general terms rather than that one, because it affects everywhere.

Mr. R. F. Johnston: I want to take the model of the seven steps they had, if I can, the levels of care and the way they try to break it down, and talk about how it affects homes for the aged and the policy on funding for those homes, etc. That is how I really want to approach it.

Mr. McDonald: Mr. Chairman, I think we would prefer, if we could, to deal with that in the general terms of all homes for the aged for the province, rather than deal with the Medicus report, a specific Toronto item, because we have not discussed that in detail with Metro at the moment, but we do appreciate the general problem across the province as it relates to that report. It is just semantics.

Mr. R. F. Johnston: Okay. I did not really want to refer specifically, except as a reference point, to what they found, but more to the way they decided to go about analysing services in homes for the aged and the way they decided to look at levels of care. Because if we accept the premise they work from, that has some policy impacts as to how we operate our homes for the aged. In Metro, those municipal homes have taken on more and more of the heavy care cases because other referral groups, like some nursing homes, etc., would not or were not funded to take those people.

5:20 p.m.

If as a result Metro makes a decision not to accept any more of those people, what does that do to the social planning concept of the continuum of care to people around the province? Some areas are so dependent on that home as the focus for services to the elderly that it could have a major impact and I would like to discuss that with the minister if I could.

Hon. Mr. Drea: If the member will recall, I told him part of the difficulty with that report is that it basically dealt with a system which is not duplicated anywhere else in the province. I am not talking about the general application, but the member will recall Metro has a system which that report also had to address.

Mr. R. F. Johnston: Yes. I agree with that. But one of the points that did not come up clearly, or that I perhaps did not deal with clearly enough in question period, is that the general demographic truths we are finding in these homes for the aged are also found in a lot of homes around the province.

Hon. Mr. Drea: Yes. The problem is that many of them are not in that position, because they have a different system. They do not have one that is almost specializing in psychogeriatrics.

Mr. R. F. Johnston: Even if Greenacres Home for the Aged is left out of this and Castleview-Wychwood Towers and Cummer House are looked at, the demographic thing is still—

Hon. Mr. Drea: In supplementary estimates I went through the demographics, and even before that report there was no question about it. We have made reference to other places that were built far beyond expectations. It was some years ago.

Mr. McDonald: Mr. Chairman, I did not mean we should not look at the report. With 181 old age homes in the province there is a degree of similarity, but there is also a degree of dissimilarity. We would welcome discussing the whole issue, rather than just Greenacres particularly and get ourselves caught in a box.

Mr. R. F. Johnston: The one thing we should discuss about Greenacres is the concept of having that large an institution for that particular need.

Hon. Mr. Drea: I would think we have to discuss that.

Mr. R. F. Johnston: Well, how do we get around that then? That is what I would like to look at, because I think it is fairly serious.

To end on a whimper, if I might, rather than go out with a bang, one thing we never change, or very seldom change, in the line budgets on this is funding for agencies or grants to them. For example, there was the Ontario Welfare Council, and it is now the Ontario Social Development Council, and the Canadian Social Development Council, and that sort of thing.

This is one of the first items on which we vote. I would like to discuss the use of those bodies in

doing some nongovernmental, non-opposition research of various social, economic interfaces—I do not want to use that awful term—but various issues that affect both social and economic instances.

When I was at the Ontario Social Welfare Council the other day I was talking about a specific notion, a study of the social impact of plant shutdowns and the industrialization; the notion that we have never followed what happens to workers who suffer through a plant shutdown. Not just the economics of it and their jobs, but what happens to those families in terms of social breakdown, and how do they move into the social support system or how do they not, and what are the problems with it.

One of the things I was suggesting was that those kinds of agencies might be very good groups to either extend basic core funding if they were going to move in that area, or to fund specific programs.

Hon. Mr. Drea: I met with the Ontario group some time last year and, while not mentioning specifically that, suggested to them that perhaps their problem with funding was that what they used to do for the funding is now being done faster and better by government agencies. They cannot compete in that area and I asked for some suggestions as to what new parameters they might move into. There is not much sense asking them to do a major research project when Ottawa can do it in a matter of days. They have the resources to do it, we do not.

I hope the member stimulated them because we did not get very much. That is what we are looking for because that is a named grant. In the beginning it really did pay for research because no one else was doing any. That is all by the by. Not a day goes by that some publicly funded group in Canada, either economic, social, government or nongovernment, is not turning out a book.

We were looking for some new roles for it because one cannot justify it just for pure research. The argument is why should it be any higher because everyone else is doing this. We wanted them to look at it because they were the ones who came in.

I am not altogether sure in the light of things that they really should not be trying to stimulate the federal or the national government, rather than coming to me for a small grant every year which does not even pay a salary. We want to be realistic about salary, desk, phone and everything they need to work. We were looking for some evidence.

There were some named grants the organizations there have used for one purpose. They have used them for years and they do not intend to extend their parameters at all. For instance, I think the Royal Life Saving Society Canada is in there. That is for a specific thing and it has been done for years and they are quite happy. On the other hand, we would like to get out of the named grants altogether because they come from a very early age.

Mr. R. F. Johnston: They are practically irrelevant. I would not like to see them lose that funding as well because they have been so dependent on it.

Hon. Mr. Drea: No one is talking about that.

Mr. R. F. Johnston: One of the things we were discussing at that meeting was that they are going to develop more of a connection on the decentralized basis around the province with people in social planning and social services. I then suggested they could do a different kind of research in the community that could not be done elsewhere if they were to use those methods properly.

Hon. Mr. Drea: That is what we were asking for. It may be they are taking this route to see if it is feasible before they start making a proposal.

Mr. R. F. Johnston: I did miss one thing; I am sorry, I did not mean to. It has to do with the whole field of mental retardation on which the minister spent a fair amount of time in his opening statement. There are a number of things.

I am pleased to see the extension of funds going into more community facilities and work. That is very good. The status, I notice, is still about 80 per cent of the special needs agreements; 80 per cent of the children in institutions and group homes now have special needs.

Mr. Barnes: That includes group homes. That is total residential care.

Mr. R. F. Johnston: I just wanted to know what the situation was with the other 20 per cent. Is that primary group home people the ministry has not got to yet, or is it—

Mr. Barnes: Trying to get hold of parents, some will not sign, this sort of thing. On the whole, it is problems around individual children and parents.

Mr. R. F. Johnston: I would not mind some kind of a breakdown on the ones who will not sign and that kind of thing if we can do it as we go through. An enigmatic statement, "Most

special service agreements are finalized within 60 days"—

Hon. Mr. Drea: If we had said all, the member would have brought up one that took 61 days. We are dealing with him and we are careful.

Mr. R. F. Johnston: I do not blame the minister. I would just ask him to give me some information if there are some extraordinary exceptions to that and the kinds of things that come up.

It says, on page 5, that as a result of the special service agreements parents have become much more involved in treatment plans. Rather than just having that anecdotally, I would like to know how the ministry knows that is the case. That was one of the presumptions behind the program in which I, in my thoughts, found it difficult to see a causal relationship.

On the triministry project and the whole question of mentally retarded people in nursing homes and that kind of thing, I indicated during your opening statement that I was disappointed to see that only half of the residents have been assessed at this point, 1,500 out of 3,000, that initially—

5:30 p.m.

Hon. Mr. Drea: All the under-21s.

Mr. R. F. Johnston: And all the under-21s now.

Hon. Mr. Drea: You will recall that of the over-55s there was only going to be a sample.

Mr. R. F. Johnston: So what is the situation—how many are we talking about between 22 and 55, so we will have some idea of what is left to go there? Again, only 250 clients had had developmental programs of the purchased service. Some understanding of where that is going would be very useful as we go along.

I noticed in the statistics, again, from your summary, that the number of adults in facilities has gone up. I was quite surprised by that, that the number of children has been reduced quite dramatically, but the number of adults has actually increased in the larger facilities. I was surprised to notice that, given the move towards reintegrating people in the community.

I want to have some understanding of what was involved there and why that was happening, because that should have budget implications for the institutions which I presumably thought were going to be needing less staff rather than more staff.

Hon. Mr. Drea: The implications are that the priority for this year is the adult. The priorities

on most of these community initiatives are for the adult.

Mr. R. F. Johnston: I see. I have just heard from staff at some of the institutions that they have noticed—it is not quite the same but it is the revolving door syndrome, not as frequent as you get with large mental health institutions—that people who had been in and were supposedly back in the community were returning to the institution.

I was wondering if you had done any studies on that to see if that is occurring and why it is that young adults—if that is who it is, as I was led to believe it was—are not being able to cope in the community and are coming back to the institutions. I was hoping we might hear something from you on that.

Hon. Mr. Drea: I must underline one thing. We have never discharged anybody to the community who did not have a support network in the community. I want to make a differentiation between this and other programs.

Mr. R. F. Johnston: I was presuming that. If that was the case, if they are going back in now, something has gone wrong with the support system or they should not have gone out.

Hon. Mr. Drea: No. I think you have to accept that, no matter how well planned, there is a failure rate and they come back to be retrained or get additional training or additional behaviour modification or whatever it is.

It also depends upon the level. Remember that we have now penetrated into a level that very few people anticipated a few years ago. I think it is safe to say that—regarding what most people think of in terms of the adult developmentally handicapped being discharged into the community—I do not think there is any change there. It is a more difficult case in a lot of ways.

Mr. R. F. Johnston: Mr. Stokes, the member for Nipigon, brought a case to my attention—and I gave it to Mr. Barnes today—for which there could be all sorts of reasons or permutations, but I do not know enough about the background of it to be able to comment on it intelligently.

It was one of several examples I have now heard of or seen and I would just like to have some better understanding of what is going on. It raises the whole question of the philosophy of institutionalization that is held by the ministry.

As you know, in the Ontario Association for the Mentally Retarded there is sharp division in terms of the capacity of the society to look after and support people in the community. There are those who believe that multiply handicapped

or severely retarded individuals can be accommodated within the community, and there are many others who have different levels where they would place their marks.

I have never quite understood what the ministry's position on this is, and I would like to hear from the ministry where you see lines being drawn. I presume they would not be hard lines at any time, but they would be moving lines as we learn different ways of dealing with people. I would be interested in learning how the philosophy works.

Hon. Mr. Drea: There would be individual alignments. But there is also a very significant policy statement by the Ontario Association for the Mentally Retarded this year, which I am sure you are aware of. That is the fact that they now consider the employees or the care workers in facilities to be equal partners in the provision of services and care. That is quite significant. It was not done overnight and not without a great deal of thought given to that by the OAMR.

Mr. R. F. Johnston: That is something I really welcome. I think the antagonisms there used to be there were unfortunate.

Hon. Mr. Drea: As you know, it is a very emotional area, particularly depending upon one's offspring, whether it is a child or adult. Depending upon the degree and some other things, it becomes very emotional on a one-to-one basis.

In the past couple of years there has been a lot of mail from parents who have offspring—I guess that is the best word—in facilities. They want assurances that because of the wonderful care—and those are the terms they use—they do not want them moved from facilities and they want a minister's undertaking.

That is quite a change from the mail of four or five years ago, where there was a total pressure on that you had to just bolt the doors of the facility and take them out.

Mr. R. F. Johnston: Another phenomenon, of course, is that a lot of the offspring are now older, are adults, and the parents are now getting older and are quite worried about the community—

Hon. Mr. Drea: It is not even so much that. One of the things is that the parents have been involved with the evolution of programs in the facility. These are from parents who are involved. We still have 700 who are officially mine, and quite a number more. I am the only one who has ever signed the log book for them. These are parents who are actively involved volunteers

and that is quite a statement for them to make. That is, as well as the OAMR.

Mr. R. F. Johnston: The last statistic I would like you to look up for me, if you can, has to do with sheltered workshops, on page 108. I notice that you are aiming higher than they were this year, but we did not achieve the results anticipated in this year's projections. You had projected, I think, 128 programs and we got 125, and there were about 100 fewer trainees in them.

I think we are down about 11 life skills programs and down about 228 trainees in them. We are now projecting a fairly major increase again this year and I just want to have some understanding about why we have not met the goals that have been set for the number of sheltered workshops, spaces and programs.

I do notice, as one goes down farther, the numbers of special needs agreements are up above what we had expected. But in the total number of people in volume indicators, we are about 1,665 below what we had anticipated being involved in those programs last year, and I was interested in knowing why.

Those are most of the things I would like to cover. I shall be back with them tomorrow if you would like to answer them then.

Hon. Mr. Drea: Maybe I could answer some of Mr. Boudria's questions.

Mr. Chairman: Yes, I had thought of asking you and the deputy minister, Mr. Drea, if you have any answers to some of the questions that have been raised both by Mr. Boudria and Mr. Johnston. We have about 23 minutes left. You can deal with Mr. Boudria's questions, but I do not think you will be able to get to Mr. Johnston.

Hon. Mr. Drea: First of all, on the overpayments, there is no differentiation, but quite often when people are no longer eligible they are sometimes very difficult to find, or indeed they are either deceased or some other thing. Of course, when someone is still on family benefits, we know the address. Also, from time to time, there is straightout refusal.

5:40 p.m.

One of the things that we are going to do, and we are going to commence shortly—and we have had some success with this—is to start putting liens on houses and quite a few other things, particularly on those people who are no longer eligible or perhaps never were eligible and received benefits.

Bear in mind, it is not us deciding arbitrarily who is eligible and who is not. Somebody has

put in an application and has given us information that on the first check appeared to be valid, then, for other reasons, is not. I am not talking about a month's overpayment because of book-keeping or something like that. I am talking about people who were never eligible and received funds for a long period of time because they did not fill out the form properly.

Where there is a possibility and a potential of immediately getting back the money, we do so. Perhaps when we come to the line-by-line discussion on family benefits, because you raised some other questions there, Mr. Alfieri could tell you of our procedures. Bear in mind that we also have special investigation units in addition to the family benefits field workers.

Mr. Boudria: Are you then saying that sometimes it is just a difficulty in enforcement? Of course, if they are off your rolls, they are harder to find; they may have no property. It may be that the amount is so small that, even if you started an action against them, it would actually cost more than what you would get.

Hon. Mr. Drea: No. With the raises in small claims court, it is not quite as difficult. Mr. Alfieri has had a lifetime of experience with this, and he will be glad to discuss it with you. I just want to tell you there is no difference. It is in the perception that it is different because we know where they live, the letter comes, and we can deduct \$5, \$10 or \$15 from their allowance. That becomes relatively simple.

Mr. Boudria: But as a matter of policy there is no difference?

Hon. Mr. Drea: No, and indeed it is one of the things we really want to look at.

In terms of spouses or putative fathers contributing to the support of their children, we want to make sure that if you are a putative father or a deserting father you do contribute to the support of your offspring. We do insist that where there is a spousal relationship every attempt be made to obtain support.

I do not mind if these people want to play Rockefeller, but pay. If you want to leave your wife and have a job, then pay for your children. Remember, it is a Criminal Code offence not to. There has to be an effort made, and in some cases it is difficult. In family disputes there is a lot of bitterness and animosity and hatred, and nobody wants to go into court, even on the grounds that they never want to see the bird again. I am sure you know of cases like that.

Obviously, for the provincial taxpayer, there has to be an effort made to get a maintenance

order. Bear in mind that the innocent spouse in the affair gets the full allowance, but the treasury gets the maintenance, and because of the haphazard way some men pay their allowances, that is why it is that way. As I say, if you want to leave your wife, that is your decision, but pay. If you want to leave, maybe things are better with you departed, but you really should not ask the taxpayers to support your peculiar standard.

I think it is very fair. Certainly, if they cannot find the spouse, or if there is a great deal of difficulty in it, especially where there is a putative father and where there has not been a very established spousal relationship and so forth, I think then there are some areas of discretion. However, where there has been a marriage contract or there has been an established spousal relationship, where there is no quarrel by anybody, then we want the maintenance order because that does go to the consolidated revenue fund.

Mr. Boudria: One of the realities—and unfortunately that does not make it right but just makes it a reality—is the fact that it seems that those circumstances happen on a more frequent basis at the lower end of the salary and socio-economic area and therefore there is not any money there to start with, but not always, of course, if that is what you are going to say.

Hon. Mr. Drea: Let me tell you, we've got some liens on some pretty expensive houses.

Mr. Boudria: I would not be surprised at that.

Hon. Mr. Drea: These people were not at the lower end of the scale at all, and wound up, even with the family law reforms, with quite a sizeable chunk of cash and a house and laughing. I understand that is so in many cases. I do not want to go into the reasons for them. I do not think it is necessarily that they are at the lower end of the economic scale. There are some other difficulties there as well.

I do not think we are being punitive in asking a spouse to pay because, after all, we are not asking for the amount of money in the court; we are just asking that a request for a maintenance order be filed with the court. The court may determine that the person cannot pay anything, and that is the end of it. The court may determine a relatively minor amount, but surely that is the place where it should be.

Mr. McDonald: Mr. Boudria talked about the forms—

Mr. Boudria: It was a different form. I noticed it after we finished our conversation. I will show you the form.

Mr. McDonald: What we have done is to make up a package of all that goes in the file so that when we come to the discussion of the item you might have had a chance to look at all the different forms at the same time.

Mr. Boudria: The one I was discussing is entirely different from the one you thought that I had. It is not the physician's form. The one that I have is the field worker's report.

Mr. McDonald: What we wanted to do was to give the members of the committee a full set of forms and documents that are used so that when we get to discussion of the item we could be talking in the same area.

Mr. Boudria: Fine. Perhaps we could delay any discussion on this one. My question centred on the field worker's ability to make some of the decisions that were on that form.

Mr. Chairman: Which form were you referring to specifically?

Mr. Boudria: The field worker's special report for the medical advisory board. One of the questions I had was: Is a field worker really capable of making some of the decisions that are on there? I do not know to what extent they are used, I guess it is all relative. Question number three says: "Describe the above named in detail, giving your personal observations on the following points where applicable: posture, behaviour, mental alertness, appearance—"

Mr. McDonald: Perhaps Mr. Alfieri could explain the general procedure from the time someone phones to the time the person goes out and what he does. Then it would give us a bit of a background for a discussion on the line item. Perhaps Mr. Alfieri could do that if that is all right, Mr. Chairman.

Mr. Chairman: I think so.

Mr. Alfieri: The forms that you have before you are the normal application forms, plus all the forms that relate to applicants who apply on medical grounds.

The yellow form is the medical form which the doctor is asked to complete. The applicants are given this by the field staff worker, and they can take it to the doctors of their choice to have it completed. That form is normally returned to the medical advisory board either directly or through the field officers. Some officers prefer to send them directly to the board, others return them to officers, and others still hand them back to the clients as they complete them; so there is a difference in the method of return, depending on the doctor, I guess.

The next form is the field worker's special report for the medical advisory board.

Mr. Boudria: That is the one I was asking about.

Mr. Alfieri: It is an administrative form which the field workers are asked to complete to complement the medical information which they receive from health authorities. The training program is given with guidelines as to how to administer this. I can accept that some of these questions are judgemental, but basically we are asking the worker to describe the client to the best of the worker's ability under some standards, to give the board some additional information about the client's functional capacity. Can the client walk, what is his gait like, is it fast or is it slow? That is the kind of information our doctors really feel is necessary to supplement what the doctors send in to us.

5:50 p.m.

Mr. Boudria: Can I ask a question on that? It may or not be answered. Is this particular form necessary because there has been some question in the past of just how the medical practitioners fill out the other form? Is that why that form is needed? That leads me back to something that was said in the past. If somebody has to complement the work of the doctor, is it because doctors usually fill them out quickly and that extra information is needed?

Mr. McDonald: It is to get the fullest and broadest sense of the client's predicament from all sources and to complement each of the forms, each of the examinations and each of the presentations.

Hon. Mr. Drea: One has to remember that until I changed it—it is in the process of being changed now—the criteria for a disabled person—does the member want to take a look at the yellow form? I am sure he has seen a number of them in his riding office.

Mr. Boudria: Yes.

Hon. Mr. Drea: Number four, "severely limited in the activities pertaining to normal living, self-care, communication, motor activities," has all gone by the board now. If one is permanently unemployable, which is a relatively easy medical definition compared to that one, then one is a disabled person. By November that will all be gone.

Mr. R. F. Johnston: If a person is on the Canada pension plan—

Hon. Mr. Drea: CPP is an easier definition for disability. If one read that, it had nothing to do

with work. It had to deal with whether one could really bathe himself, etc., and that is why there were 20 years of misunderstanding. A person would say, "I am disabled, I cannot work," and they would say, "Yet you can function around the house." That has gone now.

When one looked at gait, one was talking about normal living, not so much employability or something like that, and this was a supplement. If the person had a very difficult time even carrying on a conversation in his home, number four was helpful. That kind of thing will not be there any more. It will be a clear-cut medical definition that a person is permanently unemployable.

Mr. R. F. Johnston: Reading this and the notion of subjective interpretation by workers, the minister must admit this is something the member has the right to raise. I would be interested in knowing what the training mechanisms are for this.

One of the reasons I would like to see medical forms for the Social Assistance Review Board, to be able to get at them and see what the advisory board says, is that I have seen some of the comments from doctors at the Workmen's Compensation Board. They had no bearing at all on that person's health; they were just discriminatory statements of one kind or another. I would just worry about body hygiene, bathing and toilet.

I do not know what the experience is in terms of how they were reported, but I can understand the concern that a subjective interpretation could easily be made. I would be interested in knowing what training was involved in that.

Mr. Alfieri: With respect to that specific question, whether or not the person is able to effect his body hygiene without the help of someone else is a definite consideration in respect to the difference between permanently unemployable and disabled. Those are the kinds of things the board always thought was necessary to render a proper decision in light of the definition of disability, specifically and primarily.

Mr. Boudria: Now that the category of permanently unemployable versus disabled is abolished, will this form have to be amended to reflect some of the questions that may no longer be necessary in view of that?

Mr. Alfieri: As indicated at the last estimates in October, the whole issue is currently under review from three perspectives. One of them is how we combine the two definitions into a new

definition. The minister has eliminated the difference between permanently unemployable and the guaranteed annual income supplement, which means a differential in rates.

Secondly, we are decentralizing our programs. So what kind of decision-making process should be in place in a decentralized delivery system to effectively deal with the question of medical eligibility? The third perspective is the overall general procedure of the medical advisory board, composition, structure, clients' access to records, etc.

We hope to have a report for consideration by the minister by the end of the summer and full implementation by the time the PUE-Gains differential is eliminated in November.

Mr. R. F. Johnston: While the decentralization is taking place, the medical forms do not go, as I understand it. They are held here centrally. Is that right?

Mr. Alfieri: The medical advisory board is still functioning as a centralized body for now.

Mr. Chairman: If the committee would allow me, or if it wants me to leave this seat I will, I have a question. This is with regard to question number 12, concerning temporarily unemployable, less than six months or less than one or two years. That apparently differentiates the assistance provided in the four categories.

I had a gentleman who since 1977 had been listed as temporarily unemployable and likely to resume employment after six months. He argued, and quite logically, that "since I have been in this category for almost five years now, why do you not place me in 'will continue to be,' at least on the bottom one, 'after two years.'"

Hon. Mr. Drea: Is he a disabled person?

Mr. Chairman: The doctor has always categorized him, and apparently the ministry refused to change that from the second category "after six months" to "after two years." I just wondered if there is an answer to this.

Mr. Alfieri: Yes. In order to eliminate an undue burden on doctors and clients, this form is used both in respect of general welfare assistance applicants who are unemployable and family benefits applicants who apply as permanently unemployable. The expression of opinion the doctor puts down has to serve both programs so we can then use the same medical report in respect of clients who are referred from the municipality to us for family benefits.

The definitions of permanent unemployability and disability for family benefits are predicated primarily on medical grounds. An indi-

vidual may be medically unemployable for six months but likely to resume employment. However, the combination of social and other conditions may render him unable to secure employment within a period of time. This does not change his condition. It is just a reflection of the fact that he cannot find work because of a multitude of reasons. The current definition of disability and permanent unemployability is primarily medically driven.

Mr. Chairman: The doctor stressed the medical reasons and saw almost no improvement after four years. The man apparently had been unemployable for medical reasons. I just wondered why the doctor placed him in such a predicament. Are the doctors contacted when there is this lack of logic, or is it left up to the doctor?

Mr. Alfieri: When the board has certain questions on the overall content of the information, it does take the liberty of communicating with doctors directly. They feel somewhat reluctant, as the minister indicated before, to start challenging the doctors' reports, diagnoses and prognoses, but they do ask for explanatory notes in certain instances.

Mr. Chairman: My last question is on the subjective factor in the field worker's report. There were earlier changes to the form and it is presently being reviewed. I wondered what were some of the changes made, which obviously are of a progressive nature, and what change is being contemplated in the field worker's report?

Mr. Alfieri: This form was last changed in 1973 when the permanently unemployable category was introduced into the program. Prior to 1973, we only had the disabled category and permanently unemployable recipients continued to be on general welfare assistance.

6 p.m.

The changes we are contemplating now deal not only with the content of the information that we wish and need to receive, both from an eligibility standpoint and a rehabilitation standpoint. The review currently involves two programs, the family benefits program in respect of this kind of decision-making and vocation rehabilitation services, so that we can tie the two together. When an applicant applies, we can then look at his disability and also his ability. What can he do? What kind of training or assistance can he utilize in order to rehabilitate himself to whatever degree is necessary?

It is a little too premature to determine exactly what kind of content changes we are

going to make. There is a task force headed by Dr. Farmer. He has been visiting all our area and local offices. We have recruited an expert on rehabilitation medicine to assist us in that process. He is currently liaising with the Ontario Medical Association. He has visited the Canada Pension Plan authorities to see how they do things. He is going to talk to the Workmen's Compensation Board to see how they do things.

Hopefully, we will come up with a report which will be an effective improvement from a rehabilitation standpoint.

Mr. R. F. Johnston: I notice the last question on the first page says, "Is there any change in the physical or mental condition of the recipient since the last report?" They talk about things in the last year. Is this done every year?

Mr. Alfieri: It used to be done every year for dependent fathers who were permanently unemployable. Now it is used repeatedly only in those cases where people are deemed ineligible and then reapply again. Forty per cent of our applicants are reapplicants, so there is need to convey the change in the person's condition from one report to the next.

Mr. Chairman: I want to thank the members of the committee for allowing me to ask these two questions.

I thank the minister. If there is a motion to adjourn, we will adjourn. We will meet on Tuesday, May 25, hopefully at 3:30 p.m.

The committee adjourned at 6:05 p.m.

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 Gillies, P. A. (Brantford PC)
 Johnston, R. F. (Scarborough West NDP)
 Laughren, F. (Nickel Belt NDP)
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 Shymko, Y. R.; Chairman (High Park-Swansea PC)
 Watson, A. N. (Chatham-Kent PC)
 Wrye, W. M. (Windsor-Sandwich L)

From the Ministry of Community and Social Services:

Alfieri, D., Director, Operational Support Branch
 Barnes, P. H., Assistant Deputy Minister, Children's and Adults' Operations Division
 McDonald, R. M., Deputy Minister



Legislature of Ontario Debates

Official Report (Hansard)

Standing Committee on Social Development

Estimates, Ministry of Community and Social Services



Second Session, Thirty-Second Parliament

Tuesday, May 25, 1982

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, May 25, 1982

The committee met at 4:09 p.m. in room 151.

ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES

(continued)

Mr. Chairman: I see a quorum. We are on our third day of our deliberations on the estimates of the Ministry of Community and Social Services. We have 11 hours and 10 minutes left. If we start now, we may still be within the time frame of our plan to adjourn these estimates on June 1.

I would like to ask the minister to continue his response to the comments from the official critics on his initial comments. I believe he was in the middle of answering questions.

Hon. Mr. Drea: Where would you like to go to? Would you like to go to line by line?

Mr. R. F. Johnston: What I would prefer, Mr. Chairman, if we can, after the minister has made any response he feels he would still like to on the opening remarks, would be for us to deal with something that has not been dealt with in the minister's leadoff or mentioned very directly in estimates. That is the whole question of the children's services committees and their development and the statement that was made today by the minister. I do not know whether or not we might move to that.

Hon. Mr. Drea: Yes, if you would like to do it—whatever you people want to do.

Mr. Boudria: That is fine with me, Mr. Chairman. I need only one clarification. I do believe that mention was made of this. As a matter of fact, I remember asking the minister a question on that and I remember his replying; so there was a mention of the children's services committees last week.

Hon. Mr. Drea: All you really asked me, in fairness—

Mr. Boudria: I am not commenting on your answer.

Hon. Mr. Drea: —was whether I would make a statement on it before the end of the session, and I said yes.

Mr. Boudria: Actually I asked you when you were going to make a statement—

Hon. Mr. Drea: I said before the end of the session.

Mr. Boudria: —and you said before the end of the session. That is correct.

Mr. Chairman: I understand that the minister had some answers to questions that had been raised by both Mr. Boudria and Mr. Johnston. I think we could proceed and then, following Mr. Johnston's request—

Hon. Mr. Drea: I do not think there are any that cannot be done line by line.

I do not like to impose myself on a committee, but I found it extremely difficult last year, when there were a number of questions posed by both critics, to answer all the questions and still leave any time for line by line. It might be better to deal with the questions as they appear in the line-by-line votes, but if it is the wish of the committee to discuss the future of children's services committees today—and I can understand why they would want to—then perhaps this is a very opportune time.

Mr. Chairman: Is it the feeling of the committee that we proceed now and discuss the minister's statement made in the House today? Any answers you have prepared we would raise on the appropriate vote and the appropriate item.

Mr. Pollock: I agree.

Mr. Boudria: It is agreeable with me, Mr. Chairman.

Mr. Chairman: Fine. I see an agreement. Mr. Minister, would you like to add anything to the statement you made or maybe we could proceed with some questions?

Hon. Mr. Drea: I think the statement was self-explanatory. I presume the members would like to ask questions that would deal with an elaboration of it or on the future.

Mr. Chairman: Mr. Johnston, since you raised the whole issue of discussing the minister's statement today, you are first on the list.

Mr. R. F. Johnston: Thank you, Mr. Chairman. The statement today raises a number of questions to which I would like some answers. Is the appropriate staff here? That is one thing I should have considered.

Hon. Mr. Drea: Yes. Perhaps one at a time, if you would.

Mr. R. F. Johnston: Yes. I gather that certain members of your staff and yourself have been travelling today and talking to people around the province.

Hon. Mr. Drea: No, I have been around all day, Mr. Johnston.

Mr. R. F. Johnston: York and Niagara Falls.

Hon. Mr. Drea: No.

Mr. R. F. Johnston: No one has been to Niagara?

Hon. Mr. Drea: No, Mr. Johnston.

Mr. R. F. Johnston: Oh, that is strange.

Peter Barnes, you did not go to Sudbury today? He did go to Sudbury. The deputy minister did not go to Waterloo?

Hon. Mr. Drea: No.

Mr. R. F. Johnston: However, he went to Windsor the other day?

Hon. Mr. Drea: I did not go anywhere.

Mr. R. F. Johnston: That is good. It saves the province money.

Hon. Mr. Drea: The guy you have shadowing me does not always make it, you know.

Mr. R. F. Johnston: My God, I would not waste my time.

Hon. Mr. Drea: I am sure you would not.

Mr. R. F. Johnston: Anyhow, it is good to have you guessing how I learn these things.

Hon. Mr. Drea: No, I know how you do it. Within three weeks you will find out how I know.

Mr. R. F. Johnston: This is all very bizarre. If I did not know better, I would think some paranoia was developing.

Hon. Mr. Drea: No.

Mr. Chairman: Maybe we could start with some questions, Mr. Johnston.

Interjections.

Mr. R. F. Johnston: The thing in the House was to do with one that had been dealt with unfairly, as you might have gathered. I want to try to understand why it is that the ministry, all of a sudden, because it sure seems that way to me, has moved away from what you must now be calling Norton's folly—

Hon. Mr. Drea: No.

Mr. R. F. Johnston: —in terms of the initial concept of these children's services committees.

Hon. Mr. Drea: Would you like me to explain or do you want to go further?

Mr. R. F. Johnston: Let us go a little bit further, just to have some understanding of when the decision took place and for what reason. We have now spent approximately \$4 million.

Hon. Mr. Drea: That is not true.

Mr. R. F. Johnston: Including this budget year?

Hon. Mr. Drea: I do not think so.

Mr. R. F. Johnston: As your line-by-line estimates would show, including this year's budget, page 78, my estimate would be very close to \$4 million.

My math is not noted as one of my finer points, but my rough calculation of that is \$4 million. Some \$4 million has been spent on developing these committees from very early on. The year 1976 was, I guess, the first time that the first minister really discussed the concept, although it did not become hardened up until 1978. The first committees were established in—

Hon. Mr. Drea: It was 1977 or 1978.

Mr. R. F. Johnston: In August 1978, I gather, the Honourable Keith Norton announced the designation of four communities as areas to develop: the municipalities of Niagara, York, Hastings, Prince Edward, the city of Windsor and the county of Essex.

At that time and from that time forward, in the summaries that were provided to estimates critics, there was always the discussion of phase 3, until this year when there is no mention of it, for obvious reasons now. Phase three is the final phase regarding local committees, and I am quoting from a document put out by children's services, volume 3, number 1, January 1979. It says:

"Phase 3, the final phase, will give the local committees responsibility for the allocating of funds for children's services and for ensuring the children in the community of access to a full range of services." It goes on to say: "This final phase will begin following agreement between the province and municipal governments on overall questions of funding and cost sharing."

The notion of this phase 3 was in last year's estimates book, for instance, and has been a consistent thrust by the ministry. I have copies here of the review by Community Concern Associates Ltd. of some of the existing projects.

Even the one that has now ended in Hastings got a pretty good report.

Hon. Mr. Drea: Hastings is defunct.

Mr. R. F. Johnston: Yes. Hastings, which is now defunct, got a report which was not bad from Community Concern Associates, the people who did the investigation; but so did the others also. "Waterloo region children's services committee continues to impress us with its attention to the accomplishment of phase 1 tasks as scheduled, its aggressiveness..." It goes on and raves about the Waterloo project.

"The Windsor CSC has, with one exception, resolved outstanding issues from the previous review period, and completed or initiated outstanding tasks. Its work from February to September has been impressive.

"The Niagara Region CSC has, over this review period of nine months, completed most of its outstanding tasks. Liaison efforts have been prominent and notably successful.

"The York region CSC has achieved much during this review period. Most important, it has strengthened its relationship with the regional municipality and put regional representatives in key positions."

That seems to me to be not a bad report on a number of the initial groups. Reports out of Sudbury, although it is at a much earlier stage, seem to be fairly positive.

How is it, and when was it, that the decision was made, given these good reports, to move away from this model?

Hon. Mr. Drea: First of all, I think you should be a little more accurate. Those reports were on various phases. Indeed, I appreciate your bringing it out because it shows the money was well spent.

This matter, as you know, has been under review for several months. As you also know, in March we called them in. The Hastings-Prince Edward one is defunct. Bear in mind that the report you read was phase 1 of Hastings and Prince Edward counties. It would have had to be because they never even completed phase 2.

Mr. R. F. Johnston: That is right.

Hon. Mr. Drea: Remember, phase 1 was an inventory of local needs.

We have been reviewing the matter for several months, based upon the knowledge that, and I am sure you are aware of this, two would have been ready to go into phase 3 right now—Windsor-Essex already, the region of York within a brief period—and the other two not too far behind either. Once we entered into

phase 3, legislation was required, for rather obvious reasons, so we began to review the entire situation because, once you are into legislation, it is foolhardy to turn back. I must say I have never heard it called "Norton's folly."

4:20 p.m.

Mr. R. F. Johnston: It has not been. I was just wondering if it is going to be called that.

Hon. Mr. Drea: No, it will not be because, as you have read from your glowing reports, the money was obviously well spent. There is no question, even with Hastings and Prince Edward—and I really do not want to get into that one particularly—phase 1 was very successful.

On phase 2, if you want to discount Hastings and Prince Edward, it is relatively successful. The accomplishments were, above all, the linkage to health services, and also particularly to education. Indeed, that money will have been extremely well spent because, particularly in the view of the Minister of Education (Miss Stephenson), the linkage with education concerning the implementation of Bill 82 has served as a model for other areas in the province.

There is no question that in all of them there is a better response for hard-to-serve children, and in some of them for the first time there is a real response to co-ordinated effort on behalf of these children. There was also the beginning of a capacity to give priority to local needs.

At the same time, there began to be mounting administrative costs because of various changes—and they certainly were not there in 1976, 1977, 1978 or even 1979—and there was an awareness that there was going to be a significant area of administrative duplication. The main reason for that is the decentralization of the ministry's offices. This is real decentralization. I am talking about funding authority and what have you, not just a paper division.

When this concept evolved, we were an entirely centralized ministry. The service plan had not yet been developed or implemented in any dimension. At the same time, the service providers in local areas were, with the exception of the children's aid societies, very fragmented in their relationship with anything other than the direct funder, which was the ministry in Toronto.

We are now in 1982 and we have the decentralized ministry out there serving a local need, although in some areas the locality is larger geographically than in others. There was also the concern of many municipalities about assuming additional responsibilities, even though the

bulk of the services being provided—and which are going to be provided in the future—are paid for entirely by the province.

For example, there is children's mental health, which is not a municipal responsibility, and also the offender is not a municipal responsibility. By and large, the developmentally handicapped, except for certain grants or the occasional one-shot effort, are not a municipal responsibility. The children's aid society is still 20 per cent a municipal responsibility, but the municipalities agree that the service plan in the CASs has proved most beneficial and has removed most of their particular concerns or their problems in that area.

Also, the municipalities are aware of the fact that by the end of this year we will have service plans for everybody in children's mental health. As you know, we announced that just a little while ago. On that basis, plus the real look at the administrative costs, were we to proceed on into phase 3 and to bring in other municipalities on a phase-in basis, the initial administrative bill would probably be \$10 million to \$12 million for starters. The one fact that has not shown up in any budget so far is that they would have to hire additional professional staff, particularly financially expert staff, to really look at budgets and so on.

We have projected over a relatively small period of years that the administrative bill across the province would be probably in excess of \$90 million per annum. I think at that point one has to stop and look; there is not a penny of that going to new programs or an additional service. At that point we did begin to look. With the area office in place and equipped with the service plan for the children's aid society or societies in the area, with a service plan concept already down the road for children's mental health, with the offender and so forth really being a service plan, although probably not in the same context, and with the reluctance of municipalities to really assume additional services, might it not be more practical and might it not better serve the needs of children to build upon the successes of the committees?

They were basically the inventory of local services, and that is sometimes forgotten. In the very beginning some of these people had a great deal of difficulty in finding out what was available even locally. That gives one an idea of the fragmentation. They are now looking at needs on a basis of prioritization and so forth. There is also concern about imposing a special purpose body into the municipal arena with joint partici-

ipation. Whatever we arrange in this field, there has to be municipal participation. There is no point in having an advisory co-ordinating body to the minister if we feel we can adequately bring about local accountability, local decision-making and local allocations without having to go the phase 3 step. The decision was made on that basis.

We are prepared to negotiate with the five groups; I do not think there is much point in negotiating with Hastings-Prince Edward unless they want to come in with a cohesive proposal and ignore what went on in the past. It was their decision, not ours, to wind it up. We are prepared to negotiate the funding of these children's services co-ordinating and advisory groups, but we do want to insist upon a municipal participation. I have told them that participation does not have to be in cash, but we want some resources from the municipality.

Over the summer we are going to develop the criteria. One of the things that has been brought forward is exactly what parameters we should operate under. The new groups, which will be the major municipalities as well as the regions, will be coming in after October.

This is very significant. Without knowing anything about it and not being involved at all, Metropolitan Toronto has either sent in a proposal or is in the process of doing so. The chairman talked to me a couple of weeks ago and asked for funding for a children's services co-ordinating and advisory body. They were not at all interested in any type of phase 3 or anything like that. They wanted a real co-ordinating and advisory body. I think that is the background of it.

4:30 p.m.

Once we went into legislation, we also had to do one model. Was it going to be an all-municipal model? If it was an all-municipal model, why did we not just tell the municipalities to do it? One of them was an all-municipal model. If we were going to go into a mixed model, and there were two of those, which one were we going to choose? There can only be one model. It is very difficult to legislate more than one model.

I should also say that in addition to Hastings-Prince Edward, the Sudbury situation is somewhat removed from this. They are just starting, and my deputy tells me they are quite pleased. They thought we were going to terminate the thing altogether. We are not terminating at all.

Mr. R. F. Johnston: I can understand how

they would not be just dropped. As the minister says, they have not yet reached a stage of expectation.

Hon. Mr. Drea: Oh, they are doing very significant things in the Sudbury-Manitoulin area—

Mr. R. F. Johnston: I have seen a report—

Hon. Mr. Drea: —much faster and better than anybody would reasonably have expected and they have a great deal of leadership.

Mr. R. F. Johnston: All I am saying is that being close to phase 3, I can see why they would not be too downhearted. They are just grateful they are going to get some kind of capacity to—

Hon. Mr. Drea: I met with two groups today and they were not downhearted at all. One was the Niagara group. I did not go to St. Catharines; they came here. No doubt the member saw them in the dining room. The chairman went through and got a salad. He could hardly have been in two places at once.

Mr. R. F. Johnston: I do not keep that close an eye on it.

Hon. Mr. Drea: No, nor I. I was not in the dining room. I was over in the corner. They were not downhearted at all.

Mr. R. F. Johnston: The minister is not expecting any resignations, as a result of this, from an existing group?

Hon. Mr. Drea: I do not think so.

Mr. R. F. Johnston: Does he not think York or Windsor might have some people who would be a bit downhearted over this?

Hon. Mr. Drea: There might be. There are some who wanted phase 3. I would suggest Niagara and the region of York will proceed onwards. I will say that Metropolitan Toronto will be enrolled very quickly. Sudbury obviously has to go on. I would hope they can resolve some local differences in Hastings-Prince Edward. They have nothing to do, really, with the program. I would hope they could come forward with a cohesive plan and we would be prepared. They did do good work while they were still there.

Mr. R. F. Johnston: I still have a great deal of difficulty with the decision that has been made.

Hon. Mr. Drea: You disagree with it?

Mr. R. F. Johnston: No, I am not saying that. I am talking about—oh, no, do not get me on that. I am just talking about this change.

Let me put it this way to the minister. It has never been my policy but it has definitely been

his. To say he did not know in advance there would be some administrative duplication and that was going to be one of the problems with the model, or to say there might be some major cost to that administration once it was set up and actual allocation of funds was done, etc., to say some problems with the municipalities would not be foreseen, or to suggest different models were being undertaken and a choice was going to be made at some point, those things were known since 1977 at least.

Hon. Mr. Drea: No, they were not. I profoundly disagree with the member. There were no area offices with funding authority in those years. They only came last year.

Mr. R. F. Johnston: All right.

Hon. Mr. Drea: Do you recall that?

Mr. R. F. Johnston: Oh, yes.

Hon. Mr. Drea: You voted for the bill.

Mr. R. F. Johnston: Oh, yes.

Hon. Mr. Drea: All right.

Mr. R. F. Johnston: Once one is on a trajectory, as I—

Hon. Mr. Drea: There were no service plans out there in 1976, 1977, 1978 or 1979. They have worked in the children's aid societies very well. Until the beginning of this year, there was not even the concept of a service plan in children's mental health, which is a very significant difference.

Mr. R. F. Johnston: But there was last year and the concept has been developed for that for a couple of years. You said these reports on your committees come from different periods. I should be clear about that. They are all to do with last year and the part of the report that, I gather, was tabled not too long ago. I am not sure of the date of that, actually. The one on Prince Edward-Hastings covered the period of March to August 1981; the one for Waterloo covered the period of June to October 1981; the one for Windsor went from February to September 1981; the Niagara one went from April to December 1981; and the York one went from July to October 1981. They were not spread all over the map or anything; they were in a fairly reasonable length of time in terms of the same period.

Hon. Mr. Drea: But they dealt with the same time.

Mr. R. F. Johnston: Oh yes; but they were all last year and they were all reports by this one agency on how they were developing. They were all fairly positive reports. There was no

thought at that time that they were all of a sudden going to find themselves not moving towards what had always been talked about as the logical extension.

Hon. Mr. Drea: On some of the meetings that we had earlier this year, your scenario is not exactly correct. I asked them what their feeling was. It was not coming from me.

Mr. R. F. Johnston: Do you think some of them were getting nervous about the possibility of moving to phase 3? Why was that, do you think?

Hon. Mr. Drea: No, I do not think so. The real thing which happened is the vast amount of administrative change by the ministry, the local office having real authority rather than its being in Queen's Park. I think that was one.

Mr. R. F. Johnston: When did the notion start of giving the local office of the ministry real power?

Hon. Mr. Drea: Once the decentralization proved administratively successful, in 1979-80, I am told, but the final decision was made by me very early in my tenure. It is a matter of record that the bill was on the Order Paper in the spring session of 1981.

Mr. R. F. Johnston: If one goes back to past Hansards—

Hon. Mr. Drea: It was not passed till the fall, but that is immaterial.

Mr. R. F. Johnston: But the fact that it was coming was something we were all anticipating from 1979-80, it strikes me.

Hon. Mr. Drea: Mr. Johnston, it is also a matter of record that earlier attempts by the ministry to reorganize had not proven administratively successful.

Mr. R. F. Johnston: This is true. There is a long history.

Hon. Mr. Drea: And you have to have an administrative structure before you can get into the other structure.

Mr. R. F. Johnston: It was still 1979-80. We are now in 1982-83 and we are getting rid of the committees essentially; it is a major expansion of volunteerism. It is not the notion that these committees were to have by any means; there is a major change in the philosophy encompassed here. Surely you have to admit that.

Hon. Mr. Drea: No, I do not think so.

Mr. R. F. Johnston: What powers do these committee have now?

Hon. Mr. Drea: To co-ordinate and to advise.

Mr. R. F. Johnston: You say you have to work out how this is going to go, but there is nothing which requires participation, as I understand it.

Hon. Mr. Drea: No.

Mr. R. F. Johnston: It is simply voluntary. There is nothing that requires a municipality to be involved in this at all if it does not choose to. It is volunteerism; it is not a new delivery service with a local autonomy concept.

Hon. Mr. Drea: Neither was the other one. There was not a single delivery service going to be provided. They had to go somewhere else to get their funding.

Mr. R. F. Johnston: The notion was that they were going to have funding, as I recall, and in phase 3 they would have control over the allocation of funds through prior agreement between the ministry and the municipalities in terms of what the amounts were.

Hon. Mr. Drea: No. It was not going to be prior agreement; it was going to be legislation by the ministry. There was not going to be much agreement.

Mr. R. F. Johnston: It said the final phase will begin following agreement between the province and the municipal governments on overall questions of funding and cost-sharing.

Hon. Mr. Drea: Obviously we had to give the group, by legislation, authority to strike a budget, to inspect other people's books, to make decisions and to hand the council a bill. That is not by agreement. There were certain models built in where the social services committee or some other organization of the municipal council had the right to reject and so forth, but what we were really having in the final essence was a special purpose body with allocation power.

Mr. R. F. Johnston: Yes. Now we are moving way away from a special purpose body with allocation power.

Hon. Mr. Drea: Oh, yes.

Mr. R. F. Johnston: You would have to admit that we are coming to a quasi-volunteer advisory committee to those municipalities and groups that wish to participate.

Hon. Mr. Drea: No.

4:40 p.m.

Mr. R. F. Johnston: Is that not what we are working towards?

Hon. Mr. Drea: No.

Mr. R. F. Johnston: What are we moving to then?

Hon. Mr. Drea: We are moving to a co-ordinating committee—and I think co-ordinating is the much more significant term of the two—and an advisory committee, because the co-ordinating is done on the present circumstances and the advisory is on the future needs, where there is municipal participation and where they will have the opportunity to submit to the municipality their planning, their prioritization and their other comments. Their financial expertise will be either provided automatically by the municipality—in fact, the Niagara model was already doing that—or by our area office, because of the two service plans which are there, so that they will be in a very good position to be able to realistically and factually advise the municipality of needs and of programs. By the same token, they will be very intimately linked to the major funding group, which is the area office.

Mr. R. F. Johnston: Is there a written report that this decision is based on? We have the reports of the consultants on the overall operation.

Hon. Mr. Drea: There is a cabinet document.

Mr. R. F. Johnston: Is there an internal ministry recommendation to you about the situation?

Hon. Mr. Drea: No, just the cabinet document.

Mr. R. F. Johnston: This was all done verbally rather than being put down on paper in terms of the development of what I consider to be a major shift in policy.

Hon. Mr. Drea: The cabinet document was the entire draft discussion right on through.

Mr. R. F. Johnston: Therefore is it accessible to myself as a member?

Hon. Mr. Drea: Ask the cabinet office. It was a cabinet document. It was all filed. Cabinet spent some time with it. At least it was there.

Mr. R. F. Johnston: There was nothing worked up within the ministry that I can request and see in terms of the development of this rationale which led you to develop a cabinet document to convince the cabinet that this was your position.

Hon. Mr. Drea: Not that I have ever seen nor of which I have any knowledge.

Mr. R. F. Johnston: I find this very bizarre.

Hon. Mr. Drea: Do you?

Mr. R. F. Johnston: Mr. Boudria, I am sure you have some questions. It was good of you to let me go first.

Mr. Boudria: I will attempt to be brief, Mr. Chairman, but I do have a few questions. You have already answered a lot of the questions I wanted to ask.

The information I have received on the Hastings situation was not quite the way Mr. Johnston put it. As of late, just prior to the disbanding of that particular committee, it had come under quite some controversy in this area.

Hon. Mr. Drea: Locally.

Mr. Boudria: Yes, exactly. I just wanted the record to be straight on my view of that particular committee.

The one in the region of York was seen quite differently, not only from within the committee but from the municipality and from the community as a whole. There was one elected official of the region sitting on the committee—

Hon. Mr. Drea: More than one.

Mr. Boudria: More than one, yes. The information we got is that it was seen in a much better light. This particular committee had done some significant work and I think you acknowledged that in your remarks. Some of the things they had done were preparing inventories of all sorts of services and so on. They were also involved with the provisions of Bill 82.

Hon. Mr. Drea: I said that.

Mr. Boudria: Yes, I know. Will this particular aspect be continuing under their new role?

Hon. Mr. Drea: Oh, yes. One of the things we should consider about Bill 82 is that if we are looking at the money and the time that have been spent, virtually every municipality or every region is going to benefit from the work that was done, particularly in York and in the region of Niagara, on the implementation of Bill 82.

Obviously, that is going to continue. We are a long way from implementation. Realistically there are a number of questions that still have to be answered as the Ministry of Education, the boards of education and our own area offices get down to specifics. Right now our area offices have an idea of the specifics. Some boards of education do not. It is still a conceptual thing.

That is going to be one of the significant roles of the advisory group and co-ordinating group, particularly with the hard-to-serve child. One of the areas where people are going to fall through the sand is, for instance, in what happens to a child who is out of school, who is not in any troubled stream, because the mandate of the boards of education is restricted to children in school?

When, say, a 14- or 15-year-old girl or boy, for

academic reasons or for any number of reasons leaves school—and where there is no difficulty with the law or in terms of being in trouble—there is obviously going to have to be something worked out for her or him so she or he will have accessibility to the same services.

Again, there is health. Historically, one problem that occurred when children's services, by and large, were removed from the Ministry of Health and put into the Ministry of Community and Social Services, is that many of the linkages with local health groups eroded quite badly. The local health group, whether it was the health unit or the medical officer of health or any number of other things, traditionally has been linked to the Ministry of Health. When that contact was broken, they were not linked to us and still are not.

That linkage, being re-established by these local committees, also has proven invaluable and will be quite beneficial as a model for other municipalities, particularly the larger ones.

Mr. Boudria: So then all those functions will be continuing under their new mandate?

Hon. Mr. Drea: Yes.

Mr. Boudria: What kind of funding is anticipated under these new terms?

Hon. Mr. Drea: We will negotiate with the five or six, although in Sudbury there will not be very much difference because for them it is so early in the game. They will be negotiated individually. We will negotiate some of them right away because they have contracts expiring and we have guaranteed they will not suffer financial loss in the meantime.

For instance, there will be no provision now for the hiring of very expert financial advisers or consultants because that service will be provided under the new one either by the area office, because we have the service plans and to obtain the service plan one obviously has the financial knowledge and acumen, or by the municipalities' own finance departments.

The two I talked to today about what they were looking at in the future for this role regarding primarily provincial funding would be reasonably happy with the new role, although I emphasize again there has to be municipal participation, but not necessarily in cash.

Mr. Boudria: You are saying that you will be—

Hon. Mr. Drea: I do not know, maybe they will not be. But just on the rather instant basis of what they were asking me and in looking at themselves, they would be somewhat pleased.

Mr. Boudria: Did the minister ever consider leading one of the committees into a phase 3 situation—

Hon. Mr. Drea: Yes.

Mr. Boudria: —in order to make perhaps a better—I do not know if that is the proper word—or more certain evaluation of just exactly how much it would cost to implement such a thing anyway?

Hon. Mr. Drea: Part of the problem is that to lead them realistically into stage 3 I would have to draw up legislation giving them authority.

Mr. Boudria: Yes, of course.

4:50 p.m.

Hon. Mr. Drea: We knew what the costs were going to be, but once you introduce legislation giving one group special authority, you have really made your decision, Mr. Boudria.

It is very difficult to pass a specific statute that says, "This body will have the following rights," and then discontinue that after a period of time. After all, remember stage 1 was an inventory of local services, so no legislation. In stage 2 one is getting into services needs and making an attempt to prioritize. It still does not require legislation.

Once you start to have the right to examine books and to impose certain things, that is going a bit far for a test. You are either going all the way at that point, or you are not.

Mr. Boudria: I know you were not the minister at the time these committees were conceptualized but—

Hon. Mr. Drea: In fairness too, it was also a very different time. There were no service plans out there for children's aid societies at all. The relationship with the children's aid society and the local council was still one of a purely budgetary type of thing. Everything was centralized.

For instance, an agency which was going to deliver in Hawkesbury came to the ministry in Toronto, it did not go anywhere locally. It came right to Toronto. It may have been granted in Toronto and someone said, "Two miles down the road there is another one where there is a real need, but there is nothing there." It was entirely centralized, where the private agency was literally on its own. There was not very much co-ordination.

The hard-to-serve child was a very difficult proposition because there was no coming together of all the agencies where that case could be discussed. Maybe that child would not fit into a

particular model or the mandate of the existing agencies, but perhaps would fit 80 per cent into one and not very much into others. That has worked very well.

Mr. Boudria: If I may get back to the whole business of having phase 3 committees, again I recognize you were not the minister at that time but surely when the whole the thing was first planned someone must have figured out that eventually some of them would go to phase 3. Now to say that implementing phase 3, even with just one of them, would create a precedent because all the legislation would have to be passed, that would make it a decision as opposed to a pilot project. I believe that is what you are telling me.

Was it not always the case, even in the beginning, that when you had a phase 3, it would then be a decision?

Hon. Mr. Drea: No, I was not privy, as you know, to the original decision-making.

Mr. Boudria: I recognize that.

Hon. Mr. Drea: But on the basis of the way the projects worked, I would take it there was the expectation that by the time phase 2 was completed there would be a meeting of minds between the municipalities and the service-providers and consumers, so phase 3 would be entered into upon mutual agreement and all the province was doing was confirming that mutual agreement by the legislation that enabled it to go forward at the end.

That has not come to pass in all areas. In some, one side wants it, in others they do not.

One of the arguments is that if you are going to do it that way it should be an entirely municipal model. The word "volunteerism" has been used here. Okay, if it is going to be an entirely municipal model where only the elected municipal participants are making the decisions about the allocations, everyone else there is a volunteer.

Mr. Boudria: Were there any of those committees where the committee, the municipality and everybody was in agreement with implementing phase 3? Are you saying there was always agreement from at least one of the two parties, and both in some cases?

Hon. Mr. Drea: No, some of them had roughly agreed, subject to the model we chose.

Mr. Boudria: Yes.

Hon. Mr. Drea: If you had a mixed model and we decided the legislation would be a municipal model, they would obviously disagree. But on

the basis of their own models, some of them—yes.

Mr. Boudria: Some of them did agree with what they had?

Hon. Mr. Drea: Yes.

Mr. Boudria: Okay. One more question: this may be a little technical and you will have to pardon the fact that I may not know exactly how this works. I notice in the estimates for this year that you had budgeted \$1.18 million for the local children's services committees. Will that amount stay the same, in view of those changes?

Hon. Mr. Drea: Yes.

Mr. Boudria: That is roughly a 10 per cent increase over last year?

Hon. Mr. Drea: Let us go through it. Sudbury will go on just as though nothing happens. The others that have not finished their phase 2 will continue. They will be paid on the basis they are still officially in phase 2.

Mr. Boudria: Up until what time?

Hon. Mr. Drea: Until they finish phase 2. With the ones that are completed—one has completed basically, one is about to, and two others are relatively close to it—we will strike new agreements to carry on as advisory and co-ordinating children's groups. That money will be spent.

In addition, commencing in October, municipalities or regional governments that want to come in under the new system and meet the criteria will have to be funded for their co-ordination and some support services.

Mr. Boudria: I have one last comment or observation. I noticed the minister said in his statement, in reply to a question from Mr. R. F. Johnston, that some of the municipalities would be concerned about the fact they would eventually have to foot part of the bill. That had an impact on your decision. Am I correct in saying that?

Hon. Mr. Drea: Yes, they were concerned about assuming additional responsibilities. Right now the only role the municipality has—and it is really a funding role—is that with the children's aid society.

Mr. Boudria: They had some fear that with a children's services committee they would end up having to put in more money?

Hon. Mr. Drea: No. They would assume more responsibilities. It is a little bit more than money.

Mr. Boudria: You did not mean they are just a financial encumbrance on them.

Hon. Mr. Drea: No.

Mr. Boudria: Do the municipalities not have exactly the same fear from the other change you announced last week on sole-support mothers? You could rationalize that they would not be afraid of that change, yet they were afraid of this one. Perhaps you can see the parallel I am getting at.

Hon. Mr. Drea: There is a little bit of a difference. In the situation of the Family Benefits Act and the integration, they know where they stand. They have a measured case load. In this situation they are dealing with things they have always dealt with. They know what the FBA handle is. In this area they have not dealt with a number of children's services. Somehow the province has always provided.

They were also concerned about a special-purpose body being able to table allocations which would have to be met, particularly in regard to certain services they might have to fund as well as have to provide.

Mr. Boudria: You did preface those remarks by saying you did not specifically mean the funding by the municipalities, but that had been one of my concerns. Why would they not be afraid of your recent announcement in that respect as opposed to being afraid of this particular one?

Hon. Mr. Drea: Why do you think they are?

Mr. Boudria: Some municipalities are concerned.

Hon. Mr. Drea: Are they? Which ones?

Mr. Boudria: I know my own is, for instance.

Hon. Mr. Drea: But your own is not even involved.

Mr. Boudria: No, not in that. We are discussing the others.

Hon. Mr. Drea: Yes, I know but your own is not even involved in that at this time.

Mr. Boudria: Sole-support mothers?

Hon. Mr. Drea: Yes.

Mr. Boudria: No, not at this time but if they are transferred to the municipality, then they would be involved. But that is a different issue and we getting into a different vote.

Mr. Chairman: I am glad you realize that. Is there a supplementary on this?

5 p.m.

Mr. R. F. Johnston: There is a supplementary to a lot of things that Mr. Boudria is raising. Did

the Association of Municipalities of Ontario take any position on this?

Hon. Mr. Drea: I do not know that since the reorganization AMO has taken a position, but I think the old AMO had a position that we paid; whatever we wanted to do, we paid.

Mr. R. F. Johnston: On the children's services committees specifically, is there not a recommendation or a resolution passed by a subcommittee of the children's services committee of AMO which supported the phase 3 move in committees?

Mr. McDonald: I will get someone else to answer that but my understanding was that they went along with the concept of children's services committees as long as the province paid all the money for the services committees.

Mr. R. F. Johnston: That is a good notion. The reason the local municipalities would start to wonder how much money they might have to put in was that at the moment there are only one or two specific areas where they do have to participate financially, as the minister has said. There are a whole pile of others where it is 100 per cent provincial.

Were they given to understand by the ministry that there would be a major change in that and that perhaps you would ask for less assistance from them in 20 per cent, say, of the children's services committees but would ask a minimum amount across the board? It was never put on the table?

Hon. Mr. Drea: Not that I ever discussed with them.

Mr. R. F. Johnston: Has anyone in your ministry or on behalf of the ministry ever raised the whole question of how the money would go?

Mr. McDonald: There was some discussion with the subcommittee of AMO about the possibilities of a change in cost sharing as an overall general principle, but it never went into the detail at all to the same aspects as children's aid societies did.

You will recall the minister indicated a few moments ago that with mentally retarded institutions in the communities, children's mental health and young offenders, the province pays 100 per cent. There was some discussion about possibilities of cost-sharing changes, but that was only in a very preliminary stage and was not pursued.

Mr. R. F. Johnston: That would not be one of the reasons they might have been nervous or you might have run into opposition?

Hon. Mr. Drea: No. I think, in fairness, the concerns they have expressed to me have been revolving around the question of the special-purpose body.

Mr. R. F. Johnston: This concern about the special-purpose body has been expressed to you by the municipalities where you have the test groups on at the moment, the pilot projects on at the moment? I find that difficult to believe, except for Hastings.

Hon. Mr. Drea: No, one of them.

Mr. R. F. Johnston: Besides Hastings?

Hon. Mr. Drea: One of them as late as today—two really—had reconciled themselves to it, but they are still very apprehensive about yet another special-purpose body. They were trying themselves to build in more protection. Let us say they wanted more protection for the accountable members of council on the decision-making point.

In other areas, particularly in areas where there would be a great deal of co-ordination required because there is not a single county structure or what have you, they were concerned. As I say, in Metropolitan Toronto, which has been on the outside of this and has been able to watch, all they want is phase 2.

Mr. R. F. Johnston: This is my last comment, Mr. Chairman, and then we can get to line items. I apologize for taking so long.

Mr. Chairman: Is it supplementary?

Mr. R. F. Johnston: Yes. It is important and it is my last comment; I had my say earlier on. My last comment would be that I find it very strange that this move is being made at this time. Given the glowing reports on the projects, why not come forward with a notion that you will take examples of one or two of those that are now ready or almost ready to go to stage 3 and run those as experiments with special legislation to do so to see how that works as a logical extension of what you have been planning since 1977, instead of just cutting the whole thing short and turning to volunteerism and what I would consider another buffer body like other quasi-planning bodies that have been established around the province?

I really do not understand on what grounds the minister decided not to give, say, Windsor and York, as two examples, the chance to move into phase 3 under special legislation to see if it works or does not work, rather than scuttling the whole thing after \$4 million worth of investment in a concept—

Hon. Mr. Drea: It was a very good investment.

Mr. R. F. Johnston: We will disagree on that if it has not been taken to fruition. Otherwise, all the minister has come up with is a voluntary advisory committee with no power and no capacity—

Hon. Mr. Drea: But let me tell the member the accomplishments of those committees.

Mr. R. F. Johnston: If all the minister wanted to do was handle the hard-to-serve co-ordination, and he did not, there are other ways it could have been done. A major shift in policy is going on here and I do not understand how it has happened. There is no background documentation I can look at except to ask—

Hon. Mr. Drea: It is not a major change in policy. I think that is where we disagree. If the member will analyse it fully, he will find it is not a major change in policy.

Mr. R. F. Johnston: There is a group with power.

Hon. Mr. Drea: But they never had power.

Mr. R. F. Johnston: Phase 3 power, which was the goal, power to allocate, is a fairly strong power.

Hon. Mr. Drea: Yes, it is.

Mr. R. F. Johnston: That has been part of phase 3 plans until this book this year. That was part of what the concept was every other year.

Hon. Mr. Drea: But we were not there yet. I think one has to look at the reality in certain situations. Was that power required in 1982, not in 1977? That is the question. In 1977, yes, there was really nothing out there. In 1981—

Mr. R. F. Johnston: Last time we had estimates, part of the plan was to have phase 3.

Hon. Mr. Drea: But we said we were reviewing. They were in the estimates because we were going to spend the money on the phase 2s. There is no question about that. We could not cut short phase 2. Phase 2 was the best part of the entire project. It is a little more than the hard-to-serve child. The linkage of health and education has been invaluable, as well as the agencies and everybody coming together.

There is a great understanding between the municipalities and the service providers, in the area of Niagara particularly with consumers, because they had a very unusual thing there. In the beginning, they selected four consumers and then those consumers chose other consumers for ongoing times. They find that to have

been very valuable. If the member asks the Minister of Education, she will tell him this was invaluable on the basis of the boards in those particular areas and in terms of the implementation of Bill 82. There is no question about it.

The reality of the situation as we come into the start of 1982 is that do we spend many millions of dollars in administration—

Mr. R. F. Johnston: The minister said up to \$100 million.

Hon. Mr. Drea: Ninety million or so over a number of years. That is what the bill would have eventually been.

Mr. R. F. Johnston: And that could not have been pre-seen?

Hon. Mr. Drea: In the beginning, when there was no—The member will not recognize what was in the beginning. He was not here.

Mr. R. F. Johnston: But I can read.

Hon. Mr. Drea: In the beginning there was no co-ordination. We start right from here.

Mr. R. F. Johnston: From the beginning there was a plan both to set up children's services and decentralize the ministry.

Hon. Mr. Drea: Yes, but the ministry had already attempted to decentralize and had failed. The ministry tried many times to decentralize and even as an administrative model it did not work.

Mr. R. F. Johnston: Am I supposed to presume that every time the minister comes up with a plan that is not going to work— When the huge revision was brought forward in 1977, there was a plan to have major decentralization and to establish these committees. Some of the players are still here; Mr. Barnes was one of them. Major decentralization and the establishment of those committees were seen to go hand in hand. Now the minister is telling me that one kind of decentralization is stopping the other one from happening with the special-services body.

Hon. Mr. Drea: No, but there are some other additions in there, the service plan orders. Perhaps Mr. Barnes would like to comment on the difference between the four or five years. He was here.

Mr. Barnes: I would like to comment because I think there is a certain amount of 20-20 vision with hindsight going on here which does not really recognize the alternatives and the attempt to find the best routes that took place in 1977 and in subsequent years.

5:10 p.m.

At the very start of the creation of the children's services division there was a determination, as an overall objective, to try to get sensitive decision-making taking place as near to the local level as possible. I think a number of alternative routes were pursued in order to identify the most effective. Children's service committees was one of them and decentralization was another. Greater involvement of municipalities between ourselves and directly with the municipalities was a third one we talked about and discussed in this committee in the past.

From the very beginning, there was a recognition of danger around the administrative costs on the children's services committee side. I for one stood up and made speeches about this to the effect that children's services committees were an attempt to get out in the field to work together with agencies which had failed previously to do that. If the ultimate costs were such that we would be spending millions on administration and taking that from the program, then we would seriously have to question whether we should proceed with our children's services committee. I personally was saying that from 1977-78 on.

Mr. R. F. Johnston: I agree, but the minister was not.

Mr. Barnes: I understand that, but instead of going directly into operating children's services committees with money, which was one of the ideas at the beginning, we went into a phased approach. We could look at the phases and see what we could learn at the end of each phase.

I agree the evaluation reports are good. They were commenting on technical abilities. They were not commenting on future costs, they were not commenting on what it would mean in program terms down the road and they were not commenting on attitudes of municipalities or municipal-provincial relationships. They were merely commenting on the technical competence of those children's service committees.

I think the decision was taken on a much broader spectrum than just those reports. In the reality of the situation, I doubt if there would be anyone in this room who would disagree that we would rather spend money on programs than administration if we possibly can. I think that weighed very heavily on all our minds. The discussion was very open throughout the entire period of time, from 1977 right the way through to the present day as to the pros, cons and issues around children's service committees.

It was an excellent and worthwhile experiment. I have some confidence that what will

come out of this is, in fact, the ability to get a level of voluntary co-ordination and advice, and so on, going at the local level, that previously was not possible. Over this period, we have demonstrated that co-ordinating committees can produce some damned good reports and can play a significant role in getting people to talk together and getting us all to listen. I find that a mammoth step forward by which I am encouraged, quite frankly.

Mr. Chairman: Thank you, Mr. Barnes. That answers the question.

I believe we had a supplementary. Is Mr. Johnston planning to continue, or does Mr. Boudria have any more questions? Mr. Johnston has indicated that he has exhausted the topic. Any further questions, Mr. Boudria?

Mr. Boudria: Yes, just one observation. I covered this the other day.

When we look at last year's estimates, the children's services committees were under program administration and this year they are under children's social services, vote 3102-6. In my remarks last week, I asked the minister if the printing of those estimates reflected the decision that had been taken at that time—

Hon. Mr. Drea: No.

Mr. Boudria: —because it looked as if they were put in a different area because the policy had been changed somewhat. I could not identify what it was.

Hon. Mr. Drea: No.

Mr. R. F. Johnston: What about the fact there is no mention of phase 3 in this year's estimates? Is that a coincidence?

Hon. Mr. Drea: No, because vote 3101-8 would have covered the amount in there.

Mr. R. F. Johnston: I just meant was the decision made before this was printed, because there is no mention of phase 3 for the first time ever.

Hon. Mr. Drea: No.

Mrs. Noble: If I might comment in response to Mr. Boudria's question, I can assure the committee there was no decision made ahead of time. The moving of the item from program administration to children's services is simply in recognition that as a children's services expense it would more appropriately be costed to this part of children's services as opposed to general administration. That was the only reason for the shift.

Hon. Mr. Drea: As a matter of fact, Mr. Boudria, items would have been submitted

through the internal allocation process—in November?

Mrs. Noble: That is correct.

Hon. Mr. Drea: In November 1981.

Mr. Boudria: So we can assume the decision was made as of late, not at the time the estimates were printed?

Hon. Mr. Drea: Oh, no. When were they printed, just out of curiosity? I know when they were tabled. When were our estimates printed? In February or March?

Mr. Boudria: In March.

Mr. Chairman: Are there any more questions?

Mr. R. F. Johnston: The decision was definitely made before your opening statement.

Hon. Mr. Drea: Last week? Ninety-eight per cent.

Mr. Boudria: Mr. Chairman, this may be a point of order rather than a question, but perhaps you could clarify this: does this mean that we cannot go back to this vote as we go along in the proper line items?

Mr. Chairman: Yes, we can. Are there any more questions?

We have finished questioning the minister on his statement establishing the children's services co-ordinating and advisory groups and we decided that any further answers the minister may have to questions you had raised in your comments or in your responses to such comments would be raised or answered on the appropriate vote and item.

Mr. Boudria: I meant specifically on that one.

Mr. Chairman: We are now on vote 1, item 1.

Mr. Boudria: Yes, but that is not my question, Mr. Chairman.

Mr. Chairman: What is your question?

Mr. Boudria: I was asking, regarding the children's services committee: Does that mean that, because we have dealt with that particular item today that we cannot come back as we go along?

Mr. Chairman: No, we will be coming back—

Mr. Boudria: Because I would like the opportunity to go back if possible.

Mr. Chairman: Yes, you will, as soon as we get there.

Mr. Boudria: Thank you. That was my question.

On vote 3101, ministry administration program; item 1, main office:

Mr. Laughren: We are on the main office vote, are we?

Mr. Chairman: Yes.

Mr. Laughren: I have a question on that vote. My problem has to do with the Sudbury area, with the Sudbury district social services administration board, and with the decision of the regional municipality to abolish the Sudbury-Manitoulin Social Service Council at the end of this month.

I am adamantly opposed to the abolition of that planning council. It is my understanding that Sudbury would be the only city of that size without a planning council in the province, if not the country.

The reason that they are doing it, I believe, is two-fold. One is to make the boundaries of the social planning council—or the services provided by the board, by the region—coterminous with the boundaries of the region, so they are not providing the service to outside areas. Even though they are not going to be paying for it—they pay some of it themselves and the province pays some, the small municipalities pay some, the Indian bands, and the province and the region.

Hon. Mr. Drea: Particularly part of your riding.

Mr. Laughren: Yes, it goes up as far as Chapleau, as a matter of fact.

I am opposed to what they are doing, because if we do that we will have all the social planning done within the regional municipality by the social services administration board. That in itself would not make me happy, without getting into personalities or anything like that; neither would it make my colleague, the member for Sudbury East (Mr. Martel), happy if that was to happen. I think of the small communities outside the boundaries of the region that simply would not be able to provide the services. It is as simple and as blunt as that, I feel.

I said there were two reasons. That was one reason. The other is not quite so honourable—it is not on your part; that is, that the director of the social services planning council was a man named Mr. Borley who got into a dispute, was dismissed and then reinstated. Now, by the abolition of the social planning council he will disappear again, which will make some people happy, but not everyone.

I think it is the wrong way in which to approach the problem, and I would like to know what the minister is proposing. We are running out of time. It all happens at the end of May, and

I do not think it is a case of money overall; it is a case of what they want to do with the social planning in that part of northern Ontario.

In my view that social planning council should remain. There is a desperate need for social planning to be done over a broader area such as that. I would hope that the minister would not tolerate this, but would convince the regional council that it is not the direction in which this province is going, to put those small communities out there on a limb without the kind of backup and resources that are available to a larger populated area such as the regional municipality of Sudbury through the co-operation of the province.

I shall stop now, because I would like to hear what the minister's views are on this problem. I know that you are aware of it.

5:20 p.m.

Hon. Mr. Drea: Even before it reached its current state. Perhaps Mr. Barnes, who is up to date on the situation, could comment.

Mr. Barnes: I would like to just correct one potential misunderstanding. It is not a social planning council in the same sense as the social planning council in Metro and so on. It is the remaining one of two pilot projects which were started in Waterloo and in Sudbury by the adult services division, as it was then, in the Ministry of Community and Social Services, to look at resourcing needs identification on the adult side in those two areas.

I am not sure when—18 months or so ago, I think, or perhaps two years—but the ministry decided not to actually insist on their continuance, leaving it to the municipalities to decide whether they wished to continue. At that stage it was agreed that if the municipalities wished to continue with these two projects, the ministry would share the costs, but only if the municipalities together decided that these councils, as they were called, were worth pursuing.

There is no doubt at all that the current situation is one in which the region and the district welfare board have both voted, although the district welfare board voted in the first instance not to fund it after June 1, if I remember correctly. Last week or the week before, the region voted not to ask the district welfare board to review its decision.

In terms of the historic agreement which we have, it is up to the municipalities, and only so long as they are prepared to fund are we prepared to go in with them because it is their effort. In terms of the issue which you raise

around the communities outside the region, we are obviously supportive of an overall planning approach, because of the problems of that size of area.

However, the stance we are taking is that this really is a local municipality issue, that we are prepared to put in 50 per cent of the funding, but only if they see it as a worthwhile cause to pursue, because it is entirely a local municipality council as such.

Mr. Laughren: How is it a local decision when it affects a far-flung area and it is not that far-flung area that is making the decision? It is the regional municipality of Sudbury that is making the decision.

Mr. Barnes: It is the district welfare administration board that made this decision in the first instance, if I have it correctly.

Mr. Laughren: Yes, but surely they are also making a decision that would cut out a lot of small communities. Do you agree with that, that this would be the result if they were not part of that administration board?

Mr. Barnes: The council would just cease to exist in terms of a form of needs identification. The district welfare administration board continues—indeed that represents, from a social services perspective, the entire area, other than Manitoulin, in terms of the—

Mr. Laughren: I am sorry—

Mr. Barnes: The social services council covered Manitoulin as well as the Sudbury district. The district welfare administration board does not cover Manitoulin, if I have got it correct, but covers Chapeau and the rest of the district.

Mr. Laughren: Yes.

Mr. Barnes: So you still have the administration, the funding and the implementation for the total district taking place with the district welfare administration board.

Mr. Laughren: But does the fact not remain that if this happens at the end of May the small communities we have been talking about will not have the benefit of needs identification and so on, to which you refer, that they now have?

Mr. Barnes: They will not have the benefit of it to the extent that the social resources council will not be there any longer, but I think that one of the reasons why it was not pursued beyond a couple of years ago, except on a voluntary basis, was that there were some real issues as to the extent to which the social resources council was providing a service that could not already be

provided by district welfare administration boards and so forth.

Mr. Laughren: What you imply then is that the district social service administration board—I am not talking about the council—I believe that is the correct—

Mr. Barnes: It certainly administers social services on the adult side and as such clearly has to take into account the entire district.

Mr. Laughren: Yes, but what you are saying is that it would be up to that body to do part of what the council would have been doing in needs identification and recommendations to the ministry. Am I right?

Mr. Barnes: I think that is an oversimplification, quite honestly. The staff of the council are employees of the district welfare administration board. What they were doing was working for the council in a planning sense. There was no reason why they could not do that planning as staff of the board.

It was an attempt to do a pilot project to see whether a council of this nature would provide a more effective source of planning.

Mr. Laughren: Yes, some long-run planning that would be of a preventive nature, we hoped, and provide support for it.

Mr. Barnes: That is right. That was entirely staffed and “committed” by local municipality members and staff.

Mr. Laughren: Yes, but the ministry helped with the funding?

Mr. Barnes: Yes, we volunteered to continue helping with the funding on a 50 per cent basis for so long as the local municipalities continue to see it as worth pursuing.

Mr. Laughren: Do you see any problem if the council is abolished? That is a loaded question, so the minister probably should answer it. He is good at answering loaded questions.

Mr. Barnes: Based on my experience this morning in talking to Sudbury, there were some questions on both sides. There were some concerns by the local, non-Sudbury region, the municipal associations, regarding the fact that they worried, and they worried aloud to me, about working through the region as it removed them one step from the provincial government. On the other hand, they were worrying about the need for total resource planning.

So there is a mixed bag on this one, which is what makes it such a political issue and which is why local resolution has to be the answer. Any imposed resolution is not going to work.

Mr. Laughren: You are assuming that the social service administration board will now do the necessary social planning.

Mr. Barnes: I am assuming that a combination of the local municipalities, our area office, regional office and the district welfare administration board should be capable of getting together and doing decent planning, yes.

Mr. Laughren: Well, I want to tell you I have difficulty with that kind of assumption.

Hon. Mr. Drea: How far do you go when the municipality says it does not want it any more?

Mr. Laughren: That is the question.

Hon. Mr. Drea: That is a real difficulty.

Mr. Laughren: What bothers me about it, and I do not mind telling you, is that if I thought it was being done for the sake of efficiency I would not mind either. I am dismayed—Mr. Barnes looks as though he shares some of my apprehension too—and I do not think it is being done for the sake of efficiency. It is being done for those other two reasons: to make it neat and coterminous with the boundaries of the region; and the question of the staff and the executive director, Mr. Borley, of the council. Surely that must give you cause for concern.

Hon. Mr. Drea: Yes, we have received some mail on it.

Mr. Laughren: What was your response to the mail?

Hon. Mr. Drea: Concern.

Mr. Laughren: Oh, come on.

Hon. Mr. Drea: Look, we had an agreement with the municipality.

Mr. Laughren: The buck stops somewhere, you know.

Hon. Mr. Drea: All right, what do you want me to do? We have an agreement with the municipality. Waterloo is fine. All of a sudden in Sudbury we started getting termination notices. The agreement was that we would continue to pay 50 per cent, provided the local area—because of the complications up there we will just call it the “local area”—wanted it. Wham, wham, they do not want it. We terminated it.
5:30 p.m.

Mr. Laughren: But they did not terminate it until after they had fired the director and then he was reinstated. Then they decided to terminate it.

Hon. Mr. Drea: Well, that may be—

Mr. Laughren: Tories do not like fighting with municipal councils for obvious reasons,

but this is a situation where I think the area would be better served if you did.

Hon. Mr. Drea: No, in fairness, I think there are a number of other complications in the matter.

Mr. Laughren: Go ahead.

Hon. Mr. Drea: Historically, there is a complicating factor in that the regional boundaries do not conform to the district welfare board's.

Mr. Laughren: They were never supposed to. Who says they should? What kind of arbitrary designation would that be?

Hon. Mr. Drea: All right. Fine.

Mr. Laughren: Anyway, go ahead.

Hon. Mr. Drea: Second, it was because of that variance and some other things, and particularly when it was demonstrated to us by the local area that they wanted this type of thing. Even after the pilot projects, we continued this with the proviso, “as long as you want it.” We locked ourselves in. It was not when we could terminate, it was, “as long as you found it useful.”

Now there are two bodies that say: “We do not want it any more. We are not going to contribute.”

Mr. Laughren: What were the reasons they gave you for not wanting to do it?

Hon. Mr. Drea: We can bring them in and read them to you. I do not think they conform to yours.

Mr. Laughren: Mr. Barnes is very well briefed on this matter. He knows exactly what is going on there. I do not think he has to refer to anything.

Mr. Barnes: As I say, the reason for what is going on there is clearly something that exists at the municipal level. I seriously would not at all recommend our stepping in and imposing anything on that situation. It just is not going to do any good.

Mr. Laughren: I understand your reluctance to say, “Bang, this is what you must do.” I am wondering whether or not you have gone in there and laid some sweet reason on them to show them it can work this way. It can work; it does not have to be split.

Mr. Barnes: Clearly we have spoken to people about the situation, but as far as I am concerned, the issue has to be resolved at that local level. I just cannot say more than that.

I do not see a situation occurring whereby if we step in and impose a planning role on somebody, then that is going to be effectively

done. It has to come from the people who are doing the actual planning. There has to be some commitment to it as a process. Otherwise, it just is not going to work. The minute we step outside that, impose it and say, "You must do it regardless and, what is more, you must pay 50 per cent of it," we have lost the whole game.

Mr. Laughren: But you are not putting anything in its place for those outside areas either because you are assuming that the administration board—

Mr. Barnes: We are obviously monitoring. To say we are not putting anything in place is a little unfair.

Mr. Laughren: You think it is already there, I know.

Mr. Barnes: Also, do not underestimate the resources we ourselves are putting into planning in the north, which are far in excess of anything that existed as far as this ministry went five years ago. That is really so and I think you would really agree with that.

There is a lot of data. We intend to share that data. We pursued a very open means of consultation, a very open means of discussing and sharing our data in the north, which I hope you will find refreshing and which has been very useful to us generally.

Mr. Laughren: Oh, you tempt me. I do not want to prolong this, but could I ask—

Hon. Mr. Drea: Timing is of some value.

Interjection: Is there any possibility of extending the children's services committee up there to look after this?

Hon. Mr. Drea: If we were to come in, as you have suggested, right now I do not really think it would help the situation. It may be that in the short term we may be able to use those other euphemisms you have described.

Right now they are taking a very hard position. There is the mail. They send me resolutions. They do not talk about the things you did. You said, "Officially, why do they want to—"

Mr. Laughren: Yes.

Hon. Mr. Drea: I can read you the official thing, which in essence boils down to, "We no longer feel it is needed," although it is much lengthier than that. We want to keep an eye on the situation, particularly because of the fact it was working over a very large area and it was identifying some things in areas that otherwise would not necessarily have had that type of attention.

By the same token, since it has been done and

there obviously is a precedent for it, I suppose through our own data-sharing and some other things we can temporarily bridge the gap, but certainly not longer than temporarily.

Mr. Laughren: Let me give you an example. I will not prolong this because I am sure there are other members—

Hon. Mr. Drea: I have had three months of it, and the member for Sudbury East (Mr. Martel) has views about a couple of things.

Mr. Laughren: One reason it bothers me is that I look at a place like Chapeau, for example, where there are some community needs. It is my sense that the planning council, I will call it, had an appropriate perspective that went beyond the region and had more of a planning and needs identification mentality than the social service administration board, which tends to have an administrative view of things, a delivery of services kind of view, as opposed to the broader conceptual view of the way things should be.

There are things like a mental health centre in Chapeau, things like that, that should be in place. I think the council had a better view of the world, as it were, in terms of identifying needs and how to put them in place, and did not have as much of a Sudbury focus as the council. That was the way I viewed it and I think a lot of people did. It had a bit of an arm's length from the delivery of the services by the administration board.

I am very disappointed in what has transpired. I have obviously talked to people at the regional level too.

Hon. Mr. Drea: I was going to ask.

Mr. Laughren: And I have not had any more luck than you have had.

Hon. Mr. Drea: Tell me, what is the public response in the area? That has been very difficult for us to get a handle on.

Mr. Laughren: It is very difficult for us to assess too because it is like the society in which we live: unless it touches individuals themselves or their families, they do not really know what the council does, nor do they know what the social service administration board does. So it is very hard to assess what public opinion does, let alone what the ministry does. That is very hard to assess, and that is why the council can do this without any kind of public uproar.

Hon. Mr. Drea: I must say it is the first time in my memory anybody in council was sharing the agreement that it was that one-sided.

Mr. Laughren: What do you mean by one-sided?

Hon. Mr. Drea: It is very one-sided. We cannot cancel it but you can. When you think about it, it is very rare that a municipality would do that.

Mr. Laughren: Yes.

Hon. Mr. Drea: An area has virtually a perpetual agreement with the province that as long as it wants it, we will pay half. In very orderly fashion, I must say, because they started off with the days, so they can just say no, they do not want it to continue. There have been some others which felt that their end of the—

Mr. Laughren: All right. I am getting nudges from my colleagues here. I will cease and desist from that. I am disappointed in what has transpired.

Hon. Mr. Drea: If you can find some way of easing the break, you might let us know.

Mr. Laughren: Yes.

Mr. Chairman: Mr. Boudria, I believe you indicated you still wanted to comment on item 1.

Mr. Boudria: I have no new question unless you—

Hon. Mr. Drea: You raised the whole thing during lunch the other day. You were raising the question about preventing loss of documents when information is being destroyed.

Mr. Boudria: Yes.

Hon. Mr. Drea: You wanted details on it. The assigned records co-ordinator for any given office or location prepares a notice of records destroyed locally. That is in the Manual of Administration.

If it is within Metropolitan Toronto, the ministry driver picks up the material in sealed boxes. The material is kept in a secure lockup until there is sufficient material to warrant transportation to the Metro Toronto incinerator. In each move, the number of sealed boxes is registered on the driver's schedule, which is prepared in accordance with the notice of records destroyed locally. The assigned staff from the relinquishing office signs the schedule verifying the number of boxes listed has been removed by the driver.

5:40 p.m.

Do we want to get into the Hamilton one. Can I digress for a moment as to what happened in Hamilton? In Hamilton all the material was brought down to a truck loading dock. The

driver of the truck backing into the dock found part of the normal space occupied by another vehicle. He still managed to get the vehicle into the dock.

The problem was the location of the bags. They use a special bag in the government. It is better for burning, but it is also clearly identified as records being destroyed. It is not a green garbage type of bag. One of the problems was that in the confusion on the loading dock, because of the truck not being able to get into the space that had been anticipated, one bag was inadvertently left. People began moving bags over and then they were put into the truck. The one bag was left because the view of that bag was blocked by something on the loading dock. The truck driver went off in complete innocence. What were there? Was it 13 bags?

Mr. Barnes: I cannot remember.

Mr. R. F. Johnston: They didn't give you a count of the bags?

Hon. Mr. Drea: No. It was not the truck driver; the people put the bags into the truck and they did not co-ordinate their count. They looked around and saw no more bags. One bag was left, which they could not see. Subsequently, the impediments on the loading dock, after that truck had gone and those people had left, were removed. There was nothing there and this particular person found the bag. That is why I say now that—if you have 13 bags going out, you count 13 bags going in.

Mr. R. F. Johnston: That was not done before but it is now?

Hon. Mr. Drea: It was supposed to have been done, but now they must go to the extra lengths. In other words, they do a physical count. Thirteen bags came down on the order; there are 13 bags on the truck. The truck cannot leave, nor can the operation be ended, until the particular carton or document is found.

When they come to the incinerator, the driver's supervisor counts the number of boxes and verifies this—in other words, that the truck left with 13 and when it arrives at the incinerator 13 are taken out of the truck. At the incinerator, the driver has to witness each one of them going in, or at least being put in a position to go in.

Outside Metro Toronto the material is put in sealed boxes or large plastic garbage bags and the material can be shredded, although in a central location, or taken to an incinerator. The ministry now requires that at least two members of the management staff be accountable for the removal and destruction of documents.

Mr. Laughren: Is all this in your job description?

Hon. Mr. Drea: No, this is something they do after five o'clock on a Friday.

Presently we are introducing specialized records disposal bags with security ties; in other words, they cannot accidentally disgorge.

Mr. Boudria: Can I ask you a question on that?

Hon. Mr. Drea: Yes, sure.

Mr. Boudria: What happens in a case of, say, a local rural office or one that is away from a very large centre? You can talk about the one in my riding, the one in Belleville, or whatever. How is the policy handled there?

While you are answering that, you could tell us whether it is possible—perhaps it is uneconomical—for us to have such things as paper shredders or machines like that? Are they just not big enough or are they too time-consuming? There must be a reason why they are not there.

Mr. Barnes: The typical shredding machines are just not big enough to cope with this. It would take hours. It is cheaper and more effective to take the records and large files to either the nearest large shredding unit or to the nearest large incinerator. In a local area, we still go through the same procedure. We just take it farther away to where we can either shred it effectively or burn it. To put in shredders in every office of a size that would encompass the sort of amounts we clear out on a regular basis would not be economical.

Mr. Boudria: So it would be too expensive to have a shredder even if it was an employee's regular task to get rid of a file when it was deemed to be of no more value for whatever reason?

Mr. Barnes: We review them after a regular period of time. They are only thrown out when they are so old.

Mr. Boudria: They all go out at once then?

Mr. Barnes: That is right.

Mr. Boudria: That cannot be done as part of a regular function of an employee who would determine that this one is no good and so it is gone through at that time?

Mr. Barnes: No.

Hon. Mr. Drea: No. They must be done periodically; otherwise, it would not be a very efficient system. We do them periodically. The dead or useless files are located, and since they are done periodically, there is an accumulation.

Mr. Boudria: Is the minister saying there is no location where they are just actually thrown in the dump in a green garbage bag?

Hon. Mr. Drea: No. In Hamilton it was not thrown in the dump.

Mr. Boudria: I am not suggesting that particular one. That one was sort of obvious it was a mistake.

Hon. Mr. Drea: A person found it on a loading dock. They are not taken out to a dump.

Mr. McDonald: They have to be shredded or burned.

Hon. Mr. Drea: At an approved government location. It is either a municipal incinerator or, in the case of a large shredder, at a Ministry of Government Services location.

Mr. Chairman: Does this answer Mr. Boudria's question?

Mr. Boudria: Yes. Thank you, Mr. Chairman.

Hon. Mr. Drea: Even the waste. I would not think there is any paper put in a dump. There may be some waste in an office section or something that is put in a bag, but that has nothing to do with it.

Mr. Boudria: No. It has nothing to do with throwing out files.

Mr. McDonald: Medical records or other types of records, like Family Benefits Act records.

Hon. Mr. Drea: Or any of the corresponding data. There is a procedure.

Mr. McDonald: The other thing, Mr. Chairman, is that a regular worker in the office cannot destroy the records without permission of the supervisor or manager. There is a control mechanism which keeps all the files in order and it is done regularly.

Mr. Chairman: Any further questions or comments on the first item of the first vote? If there are no further answers to any questions on item 1, shall we proceed with the main office?

Ms. Copps: I have a question.

Mr. Chairman: Yes, Ms. Copps?

Ms. Copps: I have a question relating to the overall vote. I do not know whether it may have been dealt with in my absence since I have been coming in and out. Was there a breakdown given as to what is involved in the parliamentary assistant's responsibilities and the reason he is paid the salary of \$7,200?

Hon. Mr. Drea: No, but I was just about to.

Ms. Copps: Has anybody asked that? Oh, that is good.

Hon. Mr. Drea: I was just going to do that.

Ms. Copps: That was my question. Why is the parliamentary assistant getting paid \$7,200?

Hon. Mr. Drea: First, the parliamentary assistant—

Ms. Copps: Not the specific individual, but just a job description and that kind of thing.

Hon. Mr. Drea: First, the parliamentary assistant has very definite responsibilities. Part of the parliamentary assistant's responsibilities are homes for the aged across the province and certain other institutions. I like to have a minister's physical presence in institutions of any description, whether we fund them or operate them, as much as possible. During most times of the year the parliamentary assistant spends a day or two on that particular type of work.

Ms. Copps: Would that be a day or two during a particular time of the year? What time of the year? A week? A month? A day?

Hon. Mr. Drea: While the House is not in session.

Ms. Copps: They spend a day or two a week in these institutions?

5:50 p.m.

Hon. Mr. Drea: My parliamentary assistant does, yes, or looking into various facilities within driving range of Toronto. We have other facilities that are a day or two away. One of the more notable contributions of this parliamentary assistant was his visit to the home for the aged in Fort Frances, or Rainy River, where there were instant and immediate reforms accomplished only because the parliamentary assistant went there.

Mr. Laughren: Who is the minister's parliamentary assistant?

Hon. Mr. Drea: Mr. Watson.

Mr. Laughren: Oh, he is.

Hon. Mr. Drea: Why? Is the member applying for the job?

Interjection.

Hon. Mr. Drea: In addition to that specific responsibility, because of the area he comes from, he also has very specific responsibilities for a number of things in western Ontario.

Mr. Cooke: That means he will give out a cheque in my riding.

Hon. Mr. Drea: He has never given a cheque

in the member's riding to the best of my knowledge.

Mr. Cooke: No. I do not have any of the ministry's facilities in my riding.

Hon. Mr. Drea: I mail them. I never give out a cheque.

In addition to that, we have a number of government appointments to district welfare boards, particularly in northern Ontario, where the province has a presence on the boards in the person of the parliamentary assistant.

Mr. Laughren: Tory Jack Horner's.

Hon. Mr. Drea: Tory Jack Horner's?

Mr. Laughren: Yes, appointments.

Hon. Mr. Drea: It does not work that way.

Mr. Laughren: Oh, it does not work that way. The minister does not appoint his equivalents to Jack Horner all across Ontario?

Hon. Mr. Drea: We do not have an equivalent to Jack Horner.

Mr. Laughren: Oh, yes, there are equivalents. Does the minister want me to list them?

Mr. Chairman: This is not the Minister of Transport.

Ms. Copps: I think he means Marvin Shores. They have a lot of Marvin Shores.

Mr. Laughren: Some former Liberals too.

Ms. Copps: Excuse me, can we carry on? We have got five minutes left to go and I am interested in this.

Hon. Mr. Drea: I am trying to be very helpful to the member.

Ms. Copps: Yes.

Hon. Mr. Drea: In addition, the parliamentary assistant undertakes specific tasks for the minister and, indeed, virtually has the status, although certainly without the cabinet privileges, of being an associate minister. In my view, he is underpaid. We meet every Monday morning.

Ms. Copps: Would it be possible to table with this committee the number of homes for the aged that have been visited during the last year? Also, I wonder in that vein since—

Hon. Mr. Drea: And other institutions?

Ms. Copps: Yes. The minister mentioned he spends one or two days a week looking at homes for the aged.

Hon. Mr. Drea: No. I said and other institutions.

Ms. Copps: Are nursing homes included?

Hon. Mr. Drea: No. We do not have nursing homes.

Ms. Copps: What other institutions? Can you clarify?

Hon. Mr. Drea: We have facilities for the retarded. We have any number of training facilities. We are a very large institutional ministry.

Ms. Copps: The minister would be prepared to table—

Hon. Mr. Drea: I think Mr. Watson could table that for you. He will not be here tomorrow. He will be out working in the sun parlour in Leamington.

Ms. Copps: I wonder whether the minister in that context has—

Hon. Mr. Drea: Homes for the aged.

Ms. Copps: —had a chance to look at the report recently tabled by the Ontario Public Service Employees Union entitled *Madness*. They had some very specific—

Hon. Mr. Drea: No. They have not given me a copy.

Ms. Copps: There was a public press conference and I have not seen—

Hon. Mr. Drea: But they did not mention mine.

Ms. Copps: No. It is the Ministry of Health.

Hon. Mr. Drea: Yes.

Ms. Copps: But since the minister is also responsible in the context of adult protective services for some people within homes for special care, I wondered whether he had any comment on it.

Hon. Mr. Drea: I have not seen it or any reference to it. I have been waiting frantically for one. I understand they are going to give it to the cabinet on June 9.

Ms. Copps: Would the minister like to have a copy? I picked up a couple of copies at the press conference.

Hon. Mr. Drea: If the member would give me hers, I would be delighted.

Ms. Copps: It was a public press conference. Since the minister's colleague the Minister of Health (Mr. Grossman) is usually so helpful in either going to or pre-empting press conferences, I assumed you would have somebody there.

Hon. Mr. Drea: I asked the Minister of Health the other day if he had a copy that I might borrow and he told me he did not have one this year.

Ms. Copps: I just would have thought that

since the minister is right on the job he would have had somebody there.

Hon. Mr. Drea: Would you give me one?

Ms. Copps: Sure. I have an extra copy. I will give him one.

Hon. Mr. Drea: It was called about health.

Ms. Copps: It just seems to me the minister has a few hundred employees within his ministry. I am very surprised he does not have a copy yet. The report was tabled last Thursday.

Hon. Mr. Drea: It was not advertised as being us, you know. Perhaps if you would have whispered in my ear, we could have had something there.

Ms. Copps: It was not advertised as being you, but in that context you may recall that there was a particular letter that went out with respect to a homes for special care institution in Clinton, Ontario.

I wondered if you had any knowledge of that and whether you, as the minister who is responsible for some of the people who live in homes for special care, had been aware of the fact that there were specific allegations of the delivery and serving of medicine in communal cups. I wondered whether you were aware of that.

Hon. Mr. Drea: No, but if you could give me a copy of it, I shall get back to you.

Ms. Copps: Okay. I would be very interested in that.

Hon. Mr. Drea: I had seen some references. Usually, the only reference to us is where they had shared some facility on a psychiatric ground.

Ms. Copps: Yes, but in that context I wondered whether the parliamentary assistant had played a role.

Hon. Mr. Drea: Not in that, no.

Ms. Copps: In that context—and I know that this is not in your area either—you would certainly be familiar with the fact that your parliamentary assistant has been involved in a situation that was recently, I think, highlighted in the *Toronto Star*.

That is with regard to a nursing home, which is not within the purview of this ministry, but since he has a handle on homes for the aged, I wonder whether you have any comments on the situation.

Hon. Mr. Drea: I do not know what you are talking about.

Ms. Copps: In Ridgeway and Sharon. It has nothing to do—

Mr. Chairman: This has absolutely nothing to do with the role and function—

Ms. Copps: Obviously not, but since the parliamentary assistant is responsible for homes for the aged, I thought that he would certainly be aware of the situation about the nursing homes also.

Hon. Mr. Drea: Yes, but he is also a member of the provincial Parliament.

Ms. Copps: Yes, I realize that.

Hon. Mr. Drea: If he is dealing with a nursing home, he is not dealing with it from our ministry, because we do not have nursing homes within our—

Ms. Copps: But you obviously understand that there is a cross-over. If you had shown up at the last annual meeting of the Ontario Association of Homes for the Aged—

Hon. Mr. Drea: I was there.

Ms. Copps: At the meeting a year ago, I think you were expected to be the speaker, but instead it was your deputy.

Hon. Mr. Drea: No. I was there the night before. I spoke to them.

Ms. Copps: You were anticipated to be the speaker, but instead your deputy came. One of the points that they made in their film was the fact that in the ratio of homes for the aged beds, as opposed to nursing home beds, across Ontario the private sector impetus in nursing home beds seems to be going at a much faster rate than homes for the aged. They had some concerns in a film that was shown there. I believe it would be almost a year ago now.

Hon. Mr. Drea: Yes, but they do not have those concerns.

Ms. Copps: Oh, they do not have those concerns any more? That has been dealt with in a satisfactory manner?

Hon. Mr. Drea: It was before my time. I don't know, and everybody who was involved maintains that it never occurred, but obviously somehow something occurred—at least the impression was given that the province was freezing homes for the aged and all future care for the aged would be by the nursing home route. That is not true.

Mr. R. F. Johnston: No capital funds for four or five years may give you that impression.

Hon. Mr. Drea: No. We have going on \$40 million out there in a five-year capital plan for

the expansion of homes for the aged as well as the construction of new homes for the aged.

I met with the Ontario Association of Homes for the Aged prior to that meeting. I was there, and I believe I spoke to them on a Sunday evening—I could not be there on the Monday—and I think they are reasonably well satisfied with the future.

Mr. R. F. Johnston: The thaw came during the election.

Hon. Mr. Drea: I wouldn't know. I wasn't the minister during the election.

Mr. Cooke: I wasn't the minister either, but I was aware of it.

Mr. Chairman: Are there any further questions on item 1? Mr. Boudria, we had the impression that you had exhausted all your questions on this particular item. Is this supplementary?

Mr. Boudria: No. They are still administrative issues, but some of them may be better answered during other votes.

Hon. Mr. Drea: We have got them all locked down by title.

Mr. Boudria: You have answered the matter of the single mother. Here is another one. Will you deal further with the medical advisory board and matters like that?

Hon. Mr. Drea: I will give you more information.

Mr. Boudria: I have three or four in that vein, but I will defer them.

Hon. Mr. Drea: New ones or old ones?

Mr. Boudria: They are always the same ones.

Mr. Chairman: I thought we would at least have a vote on the first item. Ms. Copps, you managed very well.

Mr. R. F. Johnston: Regarding the Social Assistance Review Board, would tomorrow be good? You could do it on the main item because it is under the first vote. That would be all right if Mr. Borczak could come. Is that all right with you?

Hon. Mr. Drea: Mr. Borczak is not there any more. He even invited you to the retirement party.

Mr. R. F. Johnston: I cannot believe that.

Mr. Chairman: We will reconvene tomorrow on vote 3101, item 1.

The committee adjourned at 6 p.m.

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Ontario. LEGISLATIVE ASSEMBLY

No. S-3

Legislature of Ontario Debates

Official Report (Hansard)

Standing Committee on Social Development

Estimates, Ministry of Community and Social Services



Second Session, Thirty-Second Parliament

Wednesday, May 26, 1982

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Wednesday, May 26, 1982

The committee met at 2:10 p.m. in committee room 2.

ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES

(continued)

On vote 3101, ministry administration program; item 1, main office:

The Acting Chairman (Mr. Robinson): In the absence of the chairman, I see a quorum. We are on item 1. Who wants the floor?

Mr. R. F. Johnston: Mr. Chairman, we agreed we would try to deal with the Social Assistance Review Board around 2:30 p.m. I think we should still aim for that if it is okay with you. I am easy. I have a couple of other shorter items, if you want. I am agreeable to either way, whichever is better for you.

The Acting Chairman: Let's see what you have.

Mr. R. F. Johnston: We had a brief discussion, Mr. Minister, on opening day about the named grants and the Ontario Social Development Council and the Canadian Council on Social Development. You said that was somewhat of an outdated mode of funding these organizations and you were now looking at other ways of dealing with them, perhaps in terms of research projects they might take on or whatever.

Can you fill us in a bit more? It was right at the end of the discussions that day.

Hon. Mr. Drea: I thought I did fill you in. I said I had met the Ontario group some months ago and their particular concerns were that the amount of the grant really did not do much for them, although they certainly were not asking that it be dropped. I think you recall that.

Mr. R. F. Johnston: Yes.

Hon. Mr. Drea: One of the problems for the group, as well as the national group—although I have never met directly with them—is that many of the things they used to do are now obsolete, particularly in the area of research. Governments, particularly federal and provincial, now have more capacity to do research faster, more efficiently and so forth.

I suggested that one of the approaches they

might want to take is to try to develop an area they might like to explore that was new and different. It has been left with them. Quite frankly, there has not been too much back.

Mr. R. F. Johnston: When was this?

Hon. Mr. Drea: Probably late in the fall or last year some time. There has not been much back from them. The other day you mentioned you tried to give them a new suggestion. I think they are going to have to come up with something like this if they want to improve their grant status.

If you are looking at grants, you say, "If we are going to increase it, what is the increase for? When they say, "Research," you say: "But we are doing research. What particular area of research would you be interested in? What particular type of project? What do you think you could do for us that we are not doing now? We can sit down and discuss a proposal."

They do some very unsung work for us. They act as trustees for various groups because otherwise there would be tax difficulties and so on. That is relatively minor. It is up to them to decide what they want to do in addition to what they are doing now.

Mr. R. F. Johnston: It does raise the whole question of the role of a public, but nongovernmental, body in this day and age in terms of policy commentary or social planning direction and a responsibility within the society in terms of the interaction of government.

Hon. Mr. Drea: It does and it doesn't. If all you are going to do is to comment upon data the government is obtaining, that is a little bit different. It is quite a change in the role from over the years. In the beginning, government was not gathering that kind of data. These people were doing it in a much more simplistic age. I guess simplistic is the best word to describe it.

They have to define what their role is themselves. I find the greatest of difficulty in having a nongovernment organization where the government is telling them what their role is. It may be on a project-by-project approval. Maybe you do not see much validity, so you do not grant it. That is one area, but when you get down to

telling them what their role and their mandate should be, I think you get into some of the difficulties the federal government has. There are some supposedly nongovernmental organizations that simply do not have much credibility any more because everybody knows they are entirely funded and with a government mandate. I am not talking about who is the government, but if you are going to have a nongovernment organization, you have to have credibility. The only way you can have credibility is to stake out your own role.

I do not think it is their fault. From a combination of government getting bigger and technology, their position has simply been eroded over a number of years.

Mr. R. F. Johnston: I think you will find the old welfare council, now the social development council, will be making some presentation. I think they are moving in a new direction.

There are two things I would like to be clear on. I think I am, but I would just like to have it clearly from you. While that process is going on, named grants are not in jeopardy by any means, they will be continued?

Hon. Mr. Drea: They may not be enhanced very much. That is the difficulty.

Mr. R. F. Johnston: Right.

Hon. Mr. Drea: I am not talking about inflationary funding or something like that. Whereas once those grants did provide a means to do something, they are necessary now, but in terms of the organization, they do not regard them as their expansionary thrust.

Mr. R. F. Johnston: You are open to suggestions coming from those groups for funds?

Hon. Mr. Drea: Yes.

Mr. R. F. Johnston: If they decide on a new direction, they would like to take a new look, which may move them in terms of the way they operate within your budget at the moment. You would be willing to look at it?

Hon. Mr. Drea: There are some in there that are named grants that obviously are not interested. They are in there as named grants. I referred before to the Royal Life Saving Society. That is for their awards and that is for their work. They are more than content with that type because they are not in other fields.

Mr. R. F. Johnston: But groups like the Canadian Council on Social Development and the Ontario Association for the Mentally Retarded are different groups?

Hon. Mr. Drea: Oh, yes. Actually the OAMR is a misnomer. They are certainly not confined only to a named grant.

Mr. R. F. Johnston: I am interested in the social planning side of it. I do see a major role for the private public interest group.

Hon. Mr. Drea: But would you agree they are not doing much social planning now because of their limitations?

Mr. R. F. Johnston: I do not think they have been doing as much as I would have liked to have seen for a number of reasons, but I do think it would be valuable to have some government support, as much at arm's length as you can provide, noting the problems the feds had in a few of their instances.

2:20 p.m.

Hon. Mr. Drea: I think the answer to it is relatively simple. You have core funding and then, depending upon your projects, you get into very specific delineations. In order to get into those specific delineations, I think you have to chart a role for yourself. I do not think it would be very beneficial to anybody for me to call him in and say, "Look, we have found a role for you." We have avoided that.

I think I should be candid about this. In the beginning, there was funding for the national welfare council because that is all there was. Now there is an Ontario one. At some point we have to consider just what our role is in the national group—in other words, that two have not embarked on the very same course. As long as we are just into core funding, that is relatively simple. However, if the two of them changed their roles—and two of them had almost identical proposals in regard to specific areas—I would be far more interested in the local or provincial one, whichever you want to call it.

At some point there has to be a determination made as to what is the province's role—not just ours—in regard to the national one, and what is the federal role in regard to the national one. This is to avoid duplication and so forth. Right now it is very simple. It is just a general grant and there are not many terms on it. In fact, I do not think there are any terms on it. But once you start getting into projects and specific delineations, I think you have to have priorities as to who is going to do what.

Also, with the social planning councils locally, which are funded by a variety of means, there has to be some delineation. As I say, they are funded by a variety of means, not on the named grant basis, but certainly through either munic-

ipalities or United Appeals, where they are there, or in combination with some government, through a municipality where there is a sharing system with us.

I do not regard that as a major thing we are involved with there, but if we are going to get into projects, we should utilize some of the local planning which is available in the social planning council. One of the problems is that we do not have a local social planning council that is effective, that has impact upon the private sector. Invariably, the United Appeal, or whatever, does not succeed as it probably should.

Mr. R. F. Johnston: I am glad to hear that. One of my recommendations to them was that they establish themselves more as a network of social planning councils in terms of the kind of research they could do.

Hon. Mr. Drea: That might be one of their roles, but I think they have to make the decision.

Mr. R. F. Johnston: No disagreement.

Hon. Mr. Drea: In all honesty, for the last three or four years all of them have been looking around to see what their role is. I guess now is not the economic time to try to make a very concrete decision. They have been trying to move gradually towards it.

Mr. R. F. Johnston: This has come back, I presume, in succeeding estimates. I am for seeing a role for the province in terms of the various social planning groups within the province. I am taking your points about duplication into account, but there is a role for the—

Hon. Mr. Drea: Of course, the area office concept now lends itself much more to the local social planning council or to a regional set of social planning councils than it does to a provincial one. Bear in mind, the national one was set up because the federal government was in it. The provincial one was set up to correspond to the provincial ministries, and we are meeting this—Pardon?

Mr. R. F. Johnston: This is 50 years old, though.

Hon. Mr. Drea: I know, but why was it set up? Because we were centralized. Now we are decentralized, and what we are finding with a number of groups who deal with government is that they set up a structure that parallels government. That is obvious, sensible and practical.

Now that we have decentralized, many provincial groups are finding the greatest difficulty

adjusting to that because they are totally centralized within their own spheres. It is nice to say, "You should go and see the office in Sudbury," because they do have autonomy. You can almost sense that it means they have to take their central body from Toronto or Hamilton, or wherever the headquarters are, and literally have to move up for a day or two to Sudbury to deal with it. I think this is another thing they are going to have to evolve to.

Mr. R. F. Johnston: They already are extremely decentralized. They have gone through a whole reorganization based on regional membership.

That is all I have on that particular item.

Mr. Chairman: Are there any further questions or comments on vote 1, item 1?

Mr. R. F. Johnston: Yes, I would like to have the Social Assistance Review Board in six minutes' time.

Mr. McGuigan: I was just noticing the monies involved here in the estimates. I see there is some reasonable growth in salaries, wages, employees and so on—perhaps less than inflation but there is some growth—and then transfer payments. I wonder why those are not maintained at competent figures, especially the Salvation Army, which I always regard as a hands-on organization.

Hon. Mr. Drea: These are named grants, which are constant grants. Many of them receive vastly more amounts of money in addition. These are the original grants of many, many years ago.

Mr. McGuigan: So there are other places where they receive money?

Hon. Mr. Drea: Oh, yes.

Mr. McGuigan: Within your budget?

Hon. Mr. Drea: Yes, on specific things.

These are called named grants because at the particular time, and many of them are very old, it was the only vehicle by which the ministry could fund them. We were not in the real transfer payment business or anything like that, so the Salvation Army one is really a token funding one from the ministry. For instance, in the case of their home for the aged in Niagara, which is being rebuilt, I forget what the amount we have going into that is, but it is 12 or 14 times higher than that alone just for that one project.

Mr. McGuigan: That explains it to me.

Hon. Mr. Drea: As I said, when people read Hansard, they sometimes feel a little bit apprehensive about things like the Royal Life Saving Society. That is the only vehicle by which

government can do it. It is a very limited thing and we are not questioning things like that at all.

Mr. McGuigan: It goes back to some old precedents.

Hon. Mr. Drea: I think it goes back to the time when decisions were made and nobody knew which ministry should provide the funds; so, since we were all-embracing, it got put here. Once every two or three years, I think the board gets a little apprehensive, but we tell them: "No, we are perfectly satisfied. That is the money they want. They have a very limited function and that is really all they want to do," and that is fine.

I think as a concept the named grant really is obsolete because there are now transfer payments, fee-for-service arrangements, purchase of services, direct funding, cost sharing and all kinds of things.

Mr. McGuigan: I suppose it does give them a certain flexibility if there are no strings attached to it.

Hon. Mr. Drea: It depends upon what you want to do. The problem in the areas that Mr. Johnston has mentioned is that once upon a time that was paid them to do research and so on when research was manual and relatively limited. Now, in the age of technology, they cannot compete with government any more; so the argument is, if you want to expand and really do research, you have to go into a specific area. You cannot be in a general area any more because otherwise you are duplicating all over the place and you cannot ever get the amount of financial resources to do it.

Mr. McGuigan: Yes, I can understand that.

2:30 p.m.

Mr. Chairman: Let us proceed by items on the first vote. I believe, Mr. Johnston, you would like to have some witnesses on item 10, the Social Assistance Review Board?

Items 1 to 3, inclusive, agreed to.

On item 4, personnel services:

Mr. McGuigan: I notice your 1981-82 forecast is for \$2,420,000, but your 1982-83 estimate is only slightly more in view of inflation. Is somebody being shorted, are you getting some greater efficiency, or what is the explanation for that?

Mr. McDonald: Mr. Chairman, the salary awards to the civil service are not included in the estimates. They come from Management

Board in one block and the 1982-83 estimates do not reflect that salary award.

Items 4 to 9, inclusive, agreed to.

On item 10, Social Assistance Review Board:

Mr. R. F. Johnston: Could the chairman come forward?

Mr. Chairman: I would ask the chairman of the Social Assistance Review Board to appear before the committee. Mr. Eugene Strauss is the chairman of the review board and I am making up a list of questioners, beginning with Mr. Johnston.

Mr. R. F. Johnston: Thank you, Mr. Chairman. Mr. Strauss, welcome to the committee. I have explained to the committee many times I feel in a time warp here and yesterday I referred to you as Mr. Borczak. I am not sure just how much of a time warp I am in.

Every year we have presented in the estimates briefing book a short breakdown of statistics and each year we ask to see more. I was hoping you may have with you the breakdown of the categories we normally request every year.

Hon. Mr. Drea: We gave you two annual reports that have been passed out during the year.

Mr. R. F. Johnston: Since our last meeting?

Hon. Mr. Drea: I think so. Part of the problem was that one of them had been delayed because it had been left in the cabinet office and it was not a statutory filing. Are they not up to date on your annual reports?

Mr. Strauss: The last annual report filed was for the year 1981 and the 1981-82 report is not ready yet.

Mr. R. F. Johnston: Okay, but you have been accumulating information on 1981-82 though, have you not? Is the information I am interested in available?

Mr. Strauss: There are some interim statistics, much abbreviated, that I can make available.

Mr. R. F. Johnston: I would be interested in a breakdown, whatever you have, on the various pieces of legislation and the kinds of appeals and the numbers of appeals under the legislation and the percentage agreed to, et cetera.

Mr. Strauss: It is something akin to the interim statements my predecessor tabled last year.

Mr. R. F. Johnston: Do you have copies for all the members?

Mr. Strauss: Yes. You will notice they do not agree with the figures we show as interim in the briefing book. The briefing book was prepared several weeks ago when our statistical analysis was not complete and we had to make some guesses.

Mr. R. F. Johnston: These, as far as you know, are fairly accurate then?

Mr. Strauss: Yes, I have made a note, "Subject to audit," just in case we find some. They were completed about two days ago and somewhat in a rush for the hearing today. Do you want me to go through the tables?

Mr. R. F. Johnston: If you could, it would be useful. Otherwise I am going to be trying to stall for time in other questions to read that information.

Mr. Strauss: In table A you will notice the first figure has an asterisk and it says, "Adjusted from previously reported data." The previously reported data in this case was in the printed report the minister referred to where we showed "Pending—4." It was the practice up to now to try to account for all the cases received in a fiscal year, but since the estimates were held fairly late in the year it was possible to do that.

Knowing we were not going to have that time, I decided we would now report what we have received in a fiscal year and what we have dealt with in a fiscal year, which are not necessarily the same cases. In order to make it comparable for each year, we made a search back one year. At the beginning of the fiscal year, April 1, 1981, we had 572 cases that had come in to the board before that date, still not completed. That would include the reports which had come in the previous day.

I think the rest of the table is fairly self-explanatory. "Closed without a hearing" are cases which were either withdrawn before we even go out to a hearing, or sometimes the members arrive for a hearing and then no one shows up because the matter has been satisfactorily settled and the fellow does not want to proceed.

Can I carry on to the next table?

Mr. R. F. Johnston: There are fairly significant increases in the number of appeals this year.

Mr. Strauss: No, actually there is a reduction in the number of appeals received. In the previous year I believe there were 4,792, compared with 4,680 this year. It is a small drop, but it is a slight drop.

Mr. R. F. Johnston: Because you did not include the pendencies from the other statistics.

Mr. Strauss: That is right. So those actually received during the year would be just that second line, and the comparable figure is 4,792 for the previous year.

Table B gives you a breakdown of the appeals heard, not received, because we have not included those that were closed without a hearing. The case heard is shown by the type of program and I have the comparable figures for the previous year jotted down in pencil on my list, if you want them.

Mr. R. F. Johnston: Yes, could you give us those for family benefits?

Mr. Strauss: The total cases heard in the previous year were 4,098, of which 2,766 were family benefits, 1,092 were general welfare, 114 for rehabilitation and there was again one copayment case.

Table C indicates the reason given for an appeal; whether they were refused, cancelled or suspended, whether the amount was reduced or whether they were appealing the amount itself. That table compares with the table you have received in previous years in similar interim statistics. The percentages are very similar—not identical, of course—as in previous years.

Mr. McGuigan: Could I ask you, what do you mean by refusal as compared to cancellation?

Mr. Strauss: An applicant for a benefit has been refused outright. Cancellation is where he had a benefit and it was cancelled.

2:40 p.m.

Mr. R. F. Johnston: Those are all around the same level. I cannot remember the figure for rehabilitation services. Was it as high as 86 per cent?

Mr. Strauss: The comparable percentage last year was 89.5.

Mr. R. F. Johnston: And copayments only had one.

Mr. Strauss: That is right, insignificant. The second part of that table, again as last year, gives you a breakdown of the 90 refusals of rehab. I understand the committee was previously interested in that; therefore we have reproduced the figures there.

Going to the first column, the learning disability: the 54 cases were 84 last year and the 36 "all other" were 18 last year, for a total of 102.

The number granted: the total, which is now 29, was 39 last year. Of course, having had a smaller number we would grant a smaller num-

ber, but again the percentage is very close. The percentage granted this time is 32.2, and the previous year it was 38.2.

Mr. McGuigan: May I ask you about disability cases? I could just think back to some of the cases I have had of people who I would say were capable of getting along outside of an institution, although they were very dull in mentality.

I am an employer and I do not really require people to work on electronics and that sort of thing, I am a farm employer; yet as we have moved along in all our areas of employment, we are more sophisticated than we used to be, and I see those dull, sort of slow people as really unemployable, yet they do not qualify as unemployable.

What I am wondering is, have you adjusted your criteria in the way you look at those people in view of what is happening to the employment market?

Mr. Strauss: You are not talking about disability under vocational rehabilitation, just disability, or unemployable generally?

Mr. McGuigan: Yes, as it relates to their mental capacity, rather than someone who has a broken back or something like that.

Hon. Mr. Drea: Learning disability is a particular category, Mr. McGuigan. It really refers only to school-age children for the purposes of this board.

Mr. McGuigan: Oh, I see. So what you are talking about is school-age children here?

Hon. Mr. Drea: Yes, and the learning disabled. You see, the board is the temporary vehicle by which, if the local board of education cannot provide the child with the special education that is required because of the developmental or the mental handicap, the government will pay for that child's training in the private sector, either in Canada or wherever the service is available.

The only function of the board is to adjudicate where there is a difference between the local board of education—which sometimes says it can provide the special education that this person needs—and the parents, doctors, and so on.

Mr. McGuigan: There is one of those schools in Brantford.

Hon. Mr. Drea: They are all over the place. Most of them are in the United States. But that will all be phased out with Bill 82 because then the local board must provide.

Indeed, a great deal of the work has been

phased out by the fact that, as of January 1 of this year, the separate school boards, which used not to provide special education, are now funded for it.

One area that used to be a source of difficulty was the fact that the child was in the separate school system, and the public school system—which did not have much knowledge of him, because he had never been there—said that it could probably provide special education. However, this is an area that is fast disappearing.

I think that what you are asking about is under the permanently unemployable general category.

Mr. Chairman: Mr. Johnston, do you have any further questions?

Mr. R. F. Johnston: No, I was also going to offer some assistance in terms of the interpretation. I am more interested in the table—

Mr. Strauss: Table D? This shows you how the board dealt with the cases—or some of the cases—heard, by program. I think that is fairly self-explanatory. Again, the percentages are fairly close. The "Percentages granted" has not changed very much.

Table E shows what sort of representation there was at the hearing on behalf of the appellant, and we have listed them here in decreasing order of magnitude. Most of the people appeared alone, as you will notice.

Mr. R. F. Johnston: Could you give us any information as to the comparable figure for last year for private lawyers and legal clinic assistants? I think it is quite similar—that is just from memory.

Mr. Strauss: Okay. Maybe it is in our annual report. Yes, it is on page 14 of the annual report, table 16, where the percentage was 5.3 for private lawyers.

Mr. R. F. Johnston: Did the legal clinic come out last year? I think that was included there.

Mr. Strauss: A citizens' group might be deemed to be a legal clinic, but I think a private lawyer includes it. We stuck to the same definition, so I would say those are comparable figures.

Mr. R. F. Johnston: Thank you.

Hon. Mr. Drea: Do you notice it is still a category of citizens' groups? I would presume that Mr. Strauss's interpretation is correct: private lawyers and legal clinics were all grouped together.

Mr. R. F. Johnston: It would have been my guess too.

Mr. Strauss: Then I think there was an interest as to how people fared, whether they had a lawyer or not. Table F, which was previously supplied, shows this.

Mr. R. F. Johnston: It shows they are worth your money, especially if you are going to go for rehab. For vocational rehab, you should have a lawyer with you, one would suggest.

Mr. Strauss: I think the cases are so complicated with vocational rehab, that is probably the reason rather than anything else, but I am guessing and that may not be appropriate.

Mr. R. F. Johnston: Still, the total numbers are huge; the great preponderance is still people who are vocational rehab cases.

Mr. Strauss: Yes.

Mr. R. F. Johnston: They have about half the chance of gaining success that they have, or seem to have, if they were to go with a lawyer.

Mr. Strauss: I am not sure that I would necessarily come to that conclusion. You may be perfectly right, but I do not know whether that is the answer. I have thought about the question.

One could also have inferred, rightly or wrongly, that people who have a stronger case retain a lawyer. People who do not think they have a strong case do not want the expense. I do not know that; that may be an inference which may be quite inappropriate. It does not necessarily mean that people with a lawyer will succeed, on these figures.

Mr. McGuigan: I am assuming that these people could have legal aid, could they? Most of them would be in the category where they would—

Mr. Strauss: The vocational rehab people, again, tend not to be people who would qualify for legal aid, but if they are unable to afford it, I am sure they would be eligible. I am not an expert on legal aid, I must confess that.

Mr. McGuigan: However, a private lawyer does not differentiate between private and legal aid?

Mr. Strauss: No.

Mr. R. F. Johnston: In every case that a lawyer or a legal clinic was representing an appellant, would it be fair or safe to say there would have been a lawyer there on behalf of the ministry?

Mr. Strauss: As far as I know; I cannot tell you if it is always the case.

Mr. R. F. Johnston: They just always seem to

be there when I go, that's all I notice—and I am no lawyer.

There have been several appeals on copayments. They have dropped off in the last two years, with only one apiece, but in the first year, when I was appealing, right after the new legislation, I think there were 17 or 19, I cannot remember which. No appeal has been sustained that I have heard of.

I note on table F that a lawyer did go on the copayment basis again. Do you have any idea what argument was made? From my interpretation of the act, it is so clear cut there is really no grounds for appeal.

2:50 p.m.

Mr. Strauss: That is what I am told. I have not looked into this particular case, so I cannot tell you the details.

Mr. R. F. Johnston: It was denied anyway, so we could presume she found that out.

Mr. McGuigan: Under workmen's compensation I believe they will appoint an adviser to help you make your appeal. Someone who will help you prepare it.

Mr. Strauss: The respondent or the appellant?

Mr. McGuigan: The appellant.

Mr. Strauss: I am not aware. I have not seen any reference to it, Mr. McGuigan. You may be quite correct. Whoever appears on behalf of the appellant is most welcome to appear.

Mr. McGuigan: So that leads to the question, is there a comparable thing in these cases where they will actually help the appellant prepare his case?

Mr. R. F. Johnston: Is it actually a WCB employee who assists? He is asking if there is an equivalent at SARB.

Mr. Strauss: We are strictly a hearing body and the appellants and the respondents come to us with whatever evidence they wish to present. That is all we hear.

Mr. O'Neil: Do you give them any advice if they ask for it, such as the preparation for going before a hearing?

Mr. Strauss: There is a pamphlet we send out with every acknowledgement of an appeal received. It tells people they can present any evidence they wish, they can bring along any moral or other support they wish, but that is about it. That pamphlet is available anyway.

We naturally encourage them to ensure they have sorted out everything they can with either the ministry or the local welfare administrator

beforehand so we do not hear a case that has been resolved.

Mr. R. F. Johnston: One further question on the disposition of appeals, table F. What was the total number of general welfare appeals heard last year in comparison with this year? My impression has been that there have been more cases of people—I think it is down.

Mr. Strauss: Did you say number of cases heard?

Mr. R. F. Johnston: The number of cases heard.

Mr. Strauss: Not necessarily with lawyers or—

Mr. R. F. Johnston: No, just in general.

Interjections.

Mr. Strauss: On table B, the number of cases heard is 981. Last year it was 1,092.

Mr. R. F. Johnston: It is strange. To what do you attribute that?

Mr. Strauss: Again, it would be speculation on my part. I am surprised; you noted my forecast which is on the table in the briefing book. I had assumed there would be more merely because more people would be applying for welfare in these economic times and therefore more appeals, but it is just speculation. I am surprised there was a reduction in the number of appeals last year.

Mr. R. F. Johnston: Strange.

Hon. Mr. Drea: I think, Mr. Johnston, in most of the major municipalities the issue on general welfare assistance is relatively clear cut. It is a measurement as to when the person comes off unemployment insurance. In the new cases primarily they know roughly when they are coming off unemployment insurance so it is relatively automatic, rather than the long-term cases there used to be in the past.

Mr. R. F. Johnston: But the question as to whether or not they are looking for work is not—

Hon. Mr. Drea: Oh, yes. But they also know they have to look for work while they are getting unemployment insurance. There is already a long history of work effort, because they have been reporting to the Unemployment Insurance Commission and elsewhere. I am just talking about the new cases.

Mr. R. F. Johnston: Yes.

Hon. Mr. Drea: If there is a layoff.

Mr. R. F. Johnston: The kind that would come to appeal would be people who were

turned down for general welfare. One of the prime reasons for turning down for general welfare, I would gather from my experience, would be the assumption that someone who is seen to be employable is not making adequate attempts to become employed. Would that not be the case in most of these appeals?

Hon. Mr. Drea: I do not know. I would think you would probably have a number with assets or spousal income. I think at one time that was correct. Direct links with the municipalities might be able to contribute.

Mr. Alfieri: Yes. I guess it may be bad economic conditions. This is one of the reasons the number of appeals may be down with regard to the employable question, because with the economic conditions in some of the areas, there would not be the same level of expectation. But again, it is just pure speculation.

We do find the appeals change from year to year. Sometimes they go up and sometimes they go down. Personally, I have not been able to pinpoint any specific reason for the variances. It is just a guess.

Mr. R. F. Johnston: What is the nature of the preponderant appeal under general welfare that comes before the board? Is it to do with an asset question; or is it often to do with an eligibility question in terms of seeking work, etc.?

Mr. Strauss: There are some of that type, but others are those with assets, those not resident in the city, those with no permanent residence, or those who are not Canadian citizens—some of that sort.

Mr. Alfieri: Quite often, Mr. Chairman, it relates to the amounts of assistance. In some cases people feel they are not getting enough, or they do not have enough to live on, and they tend to appeal, notwithstanding the fact the law is quite specific as to the amounts they may receive. Others question the amount for diet and so forth, so you have a great number that deal not with the question of eligibility, but with the question of the level of assistance.

Mr. R. F. Johnston: Do you have breakdowns of that?

Mr. Strauss: Not from the—

Interjection: No.

Mr. R. F. Johnston: But that could be tabled later on?

Mr. Strauss: If our annual report is good enough, I will put it in there.

Mr. R. F. Johnston: Yes, that will be fine.

Mr. Strauss: If you need it earlier, we will try and put it together.

Mr. R. F. Johnston: No, fine. That is more for ongoing interest. If you could put it in the annual report this time, it would be great.

Hon. Mr. Drea: Bear in mind the minister does not file the annual report any more. There is no requirement to do so if it is mailed direct to the members. So, it is in your mailbox.

Mr. R. F. Johnston: Yes.

Mr. Strauss: The last table just indicates how many appeals were handled by divisional court during the last year; a total of six. Two were allowed and four were dismissed and 13 were withdrawn, for a total of 19.

Mr. R. F. Johnston: These were all applicant originated or were any of these ministry originated?

Mr. Strauss: None of them was ministry originated, I am told.

Mr. R. F. Johnston: You have not had any of those for a couple of years.

Mr. Strauss: I do not even know if it is a couple of years, but I am told there have not been any for a long time.

Mr. R. F. Johnston: I just remember the case around the vocational rehabilitation act that went to the Supreme Court with the past minister, not the present minister.

Hon. Mr. Drea: No, there is one thing I should explain. We are trying to work out a procedure whereby the results of one case in the past—this is from the ministry end; it is really not the problem of the board. There was a court decision that the information filed with the board, particularly medical information, was not to be shared. It was intended only for the board.

In the cases where the board rules on medical evidence we do not have, or any type of evidence we do not have but particularly the medical evidence which supposedly cannot be automatically shared, we will run into difficulties on our sharing arrangements if we grant without that evidence. What has been used until now is an application that goes to the board, a notice of appeal I guess, even though we do not intend to appeal it. When that notice goes down there, the board can provide the director with the medical evidence. We are trying to work out a better procedure than that.

I understand the board's problem because of the court decision. I also understand our problem when we are audited. But I think there has

to be a better procedure than an exchange of legalistic forms.

3 p.m.

Mr. R. F. Johnston: That leads into the whole medical advisory board question.

Hon. Mr. Drea: This really is not a medical advisory board question; it is the fact there is medical evidence. In all the cases where medical evidence was not submitted to the medical advisory board prior to the hearing, upon the receipt of that evidence the medical advisory board has granted it. It is really bookkeeping rather than a determination of the medical need.

It is a difficulty caused by a case where in the courts they said the information was for the board and not to be shared. My feeling is there has to be a better arrangement than an exchange of legalistic forms, a demand note in effect, in order to get it.

If it is a matter the board has adjudicated, perhaps a consent after the decision, a consent by the successful appellant; some way other than by an exchange of forms. That brings up the question, "Are you appealing?" The form says you are appealing. It is only a technical thing to get the data. It is just the vehicle. It seems to be a rather wasteful one.

Mr. R. F. Johnston: I meant only it is linked to the medical advisory board in the sense that we have difficulty with medical information in general around the board. We have difficulties when we are acting on behalf of someone or a legal clinic is acting on behalf of someone, to get access to medical information because it is not made available to the applicant as it is in the Workmen's Compensation Board. You look surprised, Mr. Strauss.

Mr. Strauss: I am sorry. I was just making sure I was listening. Go ahead, I know what you are talking about.

Mr. R. F. Johnston: I have written to the minister on this in the past and the study group that has been dealing with the minister over the last year or so has written on this issue as well. The concern is one of freedom of information, if you will, or the ability to act on someone's behalf in a reasonable fashion when you are going before a quasi-judicial body of this nature.

I recall that was the distinction the past chairman made last year between the WCB's methodology and the board's. Somehow there was a distinction in the status of the two boards that made it not appropriate for having this information made available to the appellant.

In the minister's letter to me of April 2, he wrote as follows: "With regard to the medical advisory board, Dr. Ron Farmer, co-ordinator of the medical services unit, is assuming responsibility for undertaking a full and complete review." I think that was announced in estimates last year and it was said it would be available by October of this coming year.

"Included in this overall review will be an examination of the existing operational policy with respect to the organization, composition and activities of the MABs with a view to formulating recommendations for improved operations in the future. It is expected this review will be completed by the fall of 1982."

Is there any kind of an update you can provide at this time, in terms of some of the—

Hon. Mr. Drea: I think we said it would be done by October in the opening statement.

Mr. R. F. Johnston: I understand that and it confirms your letter of April 2. Have you had any interim recommendations brought before you at this time?

Hon. Mr. Drea: No.

Mr. R. F. Johnston: You have not? There is no extra information that could be made available now, during estimates, in terms of what direction that might likely take, or is it going to come down as a document that is open for us to have a look at at that time? Is it going to be an internal document?

Hon. Mr. Drea: I do not know, Mr. Johnston. I had not really thought about it. I do not see why it would not be an open document.

Mr. R. F. Johnston: You do not see why it will or will not?

Hon. Mr. Drea: Would not.

Mr. R. F. Johnston: Would not be?

Hon. Mr. Drea: In terms of practical realities, we have changed the system. The two-phase, permanently unemployable disabled person will be gone, so much less of a fine-tuned medical decision will be required.

Permanently unemployable is a much easier category to diagnose than disabled for purposes of normal living. I would like to see it brought much closer to the Canada pension plan, as close as possible to the CPP definitions of permanently disabled. The CPP does not have that permanently unemployable category.

One of the problems in the past was there was a great deal of confusion between the very ultrasophisticated Ontario definition of "disabled" for purposes of family benefits, and the

guaranteed annual income supplement or guaranteed annual income system for the disabled vis-à-vis the CPP. A person would come in with their CPP certificate saying they were disabled and they would be rejected. To any normal person this would appear to be a contradiction and they would immediately go to the appeal board.

Those are some of the things we have to look at. I think there also has to be a look at emotional disability, which is a relatively new area compared to the physical disability, the conventional one that has gone on.

Mr. R. F. Johnston: Would this be an equivalent of what the Workmen's Compensation Board terms functional overlay?

Hon. Mr. Drea: What is a functional overlay?

Mr. R. F. Johnston: Psychological effects.

Hon. Mr. Drea: I am talking about a whole gamut of emotion. You can say that someone comes out of a psychiatric institution. Are such people really employable? If we are going on the physical basis, yes. They can walk, they can talk, they can breathe. But if they have been deinstitutionalized because they are in a very fine chemical balance, I think things like this have to be looked at.

Originally, people who simply required that type of chemical balance or chemical stabilization were not coming out and being looked at. You have other people who are borderline cases, who are going to live in the community all of their lives, who are borderline cases.

Mr. McGuigan: In today's employment market where the employer has the choice of well qualified, properly adjusted people, those are the people they hire and very few if any of these emotionally unstable people are hired.

In my own industry which is farming we at one time a number of years ago had a place in the work force for dull, less than retarded people. We don't have that place any more. Our work is not simple any more. It takes a great deal of skill and dexterity to carry out our work. We don't hire dull people today. There are no jobs for these people in spite of the fact that they may be quite employable.

The case I weep for also is the 55-year-old unskilled woman healthy enough to work. The only work available is waiting on tables, but in the small town there are few of these jobs and they go to younger women.

Hon. Mr. Drea: Yes, who are very borderline cases. I think there has to be a look in terms of the emotional aspect or, I suppose, maybe the

ability to cope. I do not have the medical definition for it, but I would hope we would be looking at that, just as we and other people are looking now at occupational health rather than just physical health.

I would hope the review would look at things like that, because there has to be a vehicle. I do not think general welfare assistance is necessarily the proper approach for all people who have undergone substantial or significant treatment for major emotional or mental incapacities. Right now it is regarded as such because it is temporary, if you are on a long-term chemical balance or chemical stabilization or whatever you want to call it. We have other people who have never been institutionalized, yet are on a form of chemical stabilization.

Mr. R. F. Johnston: How does this fit in with the distinctions you are making as to family benefits recipients being employable and temporary and therefore moving to administration at a municipal level, and the notion you are talking about now?

Hon. Mr. Drea: I think it will be significant.

Mr. R. F. Johnston: You are saying you will be calling these people unemployable on a long-term basis?

Hon. Mr. Drea: No, the criteria will be the same, but I think you have to expand some of them. I think you would agree most of the criteria now are physical.

Mr. R. F. Johnston: Absolutely.

Hon. Mr. Drea: It is a grey area when you get into emotional or nonphysical, let us call it that. I should like to have that grey area clarified because, if you are now going to be considered disabled, you have another area of community program you are being directed into, rather than the formal social assistance stream. I would hope they would address those things medically.

3:10 p.m.

Also I think there has to be a look at the degree of disability. I can recall, many years ago—and I suppose I am the father of some of this stuff—that I had a case before the social services review board where a person had lost a hand. Mr. Johnston, if you and I lost our left hand, we are not disabled people. I am not talking about the pain and suffering or anything else, but in terms of our occupation or whatever, we are not disabled people, provided the rest of us is physically okay.

This particular person lived in a lumber town

where he had, through circumstances beyond his control, never had an opportunity for an education. I am not too sure that he had not memorized how to sign his name. He certainly was at an age where at that time retraining was completely out of the question, unless he wanted to move.

The only occupation he knew was working in a sawmill. There was no way the sawmill where he lost his hand could take him back, even if they wanted to, because obviously if he was balancing boards with only one hand the first safety inspector who came in was going to say something.

If that person had lived in Toronto, yes, he could have got a job in some service industry, etc. In the area he lived in, there was no service industry, there were no parking lots, there was nothing. Yet, by definition, he was not a disabled person but in the totality of it he was not going to work again, even though he wanted to very desperately.

So, too, you have to look at the totality of the situation, including where the person lives.

Mr. R. F. Johnston: I could not agree with you more.

Hon. Mr. Drea: That started the series of orders in council dealing with these people who are beyond the definitions. Orders in council are concerned with special circumstances and are always ad hoc—and in that day, and it was only 1969 or 1970, mental incapacity was virtually unknown, because if you were mentally or emotionally incapacitated you were in the care of the Ministry of Health or the local psychiatric hospital. If you were not, and you were an outpatient, really the degree of incapacitation was relatively minor. In one decade, all of that has changed enormously.

Mr. McGuigan: I just wanted to ask if the review is going to be done by October.

Mr. Chairman: Mr. Alfieri?

Hon. Mr. Drea: It will be completed by October of this year.

Mr. Chairman: Do you want to ask Mr. Alfieri any further questions, or do you want to continue with the board chairman, because I detect you may not be too comfortable sitting in the witness seat, but if you want to remain there—

Mr. R. F. Johnston: You could at least get some—

Hon. Mr. Drea: That is helpful.

Mr. R. F. Johnston: I do have some more questions and whether or not they are appropri-

ate to Mr. Alfieri I will leave up to you. You can either come back and forth or stay there, Mr. Alfieri, it does not matter to me.

I want to get at one of the recommendations of what I am anxious to see about the medical advisory board and that is the access to the information. It is ironic to me that you say that now we shall not be needing the "nice" in that other meaning of the word, distinctions between definitions of "disabled," because we are now getting rid of one of the categories and we are going to try to get it closer to CPP's notion of disabled.

Hon. Mr. Drea: I did not say "nice." I said a fine-tuned one, which is far more significant than nice. It was a very limited application, because you had to be disabled in terms of normal living. Your work abilities had nothing whatsoever to do with the situation.

Mr. R. F. Johnston: You also used the word "sophisticated." I never considered your standards for the disabled particularly sophisticated. I found them particularly difficult to deal with and, without knowing how the medical advisory board was making its decisions, it was very frustrating to deal with them before the board in any kind of an appeal.

Therefore, the need for the openness of that information before was just as great as it will be now that some of the distinctions will not be made. But if someone is going to go before your board and try to appeal a case, in my view it is crucial that they have access to medical information that is there and not go in blind.

What I am interested in is whether or not Dr. Farmer is addressing that; whether, as I hope, he has come up with that basic conclusion that any appellant should have the right to see what the medical advisory board is saying about him, given that they never see the appellant themselves, but are only basing it on second-hand information. Even the Workmen's Compensation Board often has their doctor come in and look at someone for two minutes, get him to stand up and sit down, before they write their comprehensive reviews of someone's physical capacities.

That principle is one that I think is crucial. I was hoping that I would get some hint that that was going to be addressed.

Mr. Alfieri: Specifically in relation to the question, Dr. Farmer will be addressing all those things, plus a few others, in addition to the question of access, which if we do it is to be properly articulated like the Workmen's Com-

pensation Board, with our policy clearly enunciated so everyone understands what the new rules of the game are, both the practitioners who fill out the forms and the clients who either receive them or who are subject to the decisions contained in that information.

Also, we will be looking at the question of exactly what the procedures should be for making a medical decision. Should the board change its methodology whereby we do look at clients? Is the current process, where we receive medical reports from a variety of sources, still sufficient? How do we tie in the medical eligibility determination process with their vocational rehabilitation services process?

There is a variety of other things, but definitely the question of access and the conditions under which access should be allowed will be looked at by Dr. Farmer.

Mr. R. F. Johnston: The report will be in in October; I know it is under your work schedule for this year. What process is going to take place at that point? Will Dr. Farmer report?

Hon. Mr. Drea: I guess I will read it.

Mr. R. F. Johnston: Then you will read it? Then, as you said, you do not see any reason why it should be a strictly private missive between him and yourself?

Hon. Mr. Drea: Let us make it plain. I do not see any broad general reason why it should not be made public, but if there are some particular confidential aspects of it, perhaps those confidential aspects involving names or certain experiences may have to be deleted.

Mr. R. F. Johnston: I am interested in the recommendations, not in those kinds of things—

Hon. Mr. Drea: Let us put it this way. Certainly I cannot see any reason why the recommendations would not be made public after I had 30 days to read them. I read them much faster than that but the Attorney General (Mr. McMurtry) always likes 30 days for reading.

Mr. R. F. Johnston: I think 30 days' reading would be just fine with me. If after 30 days I had access to them, I would be quite pleased.

Hon. Mr. Drea: They will be in your mailbox.

Mr. R. F. Johnston: Excellent.

Hon. Mr. Drea: Because it is an internal report, I am not going to table it. I have no way of tabling the report in the House.

Mr. R. F. Johnston: Coming through my mailbox or under the door, any way at all, would be welcome. If I get it before the 30 days are up,

I promise not to read it before they are up. How is that?

Mr. Alfieri: I should qualify that Dr. Farmer reports to me and I have asked Dr. Farmer to produce that report. It is part of my work plan. But in relation to the access, the release of information wherein recommendations are made with respect to that particular issue, they are going to have to be addressed within the overall context of freedom of information and access to data, as opposed to a specific unit of work.

Once the recommendations are brought forward we as a ministry are then going to have to address them within the overall context of access.

Mr. R. F. Johnston: Okay. So that does then fit into the third paragraph of your response to me, Mr. Minister, in which I asked whether or not you would, because of what seemed to be delays in freedom of information legislation at the provincial level at that time, try to establish some rules about accessibility from the ministry to the board, and you had some concerns about that.

Hon. Mr. Drea: I do not think there is any contradiction between our approaches and the criteria on freedom of information, at least in this instance.

Mr. R. F. Johnston: Good. There were several other items about the Social Assistance Review Board that I would like to ask about. One is, again, a question about transcripts.

How many of these hearings that you have quoted to us today had transcripts, do you have any idea?

Mr. Strauss: I could give you the philosophy.

Mr. R. F. Johnston: I am aware of the philosophy, but you might as well repeat it for the record and I can ask the question then.

3:20 p.m.

Mr. Strauss: Perhaps I should have said experience rather than philosophy. Our experience has been that 90 per cent of the cases where we have had a court reporter have not been transcribed. In retrospect, 90 per cent were a waste of money.

It was a decision of the board made before my time, but I certainly see no reason to change it. When a lawyer for the appellant is involved there is a greater probability that the case might go to a court if the outcome were negative from the appellant's point of view, in which case a transcript might be useful. So, we have made it a

practice to have a court reporter there when we know that the appellant is coming with a lawyer.

As I say, 90 per cent of those cases turn out to be a waste of time because we do not have them transcribed until necessary. Of course, merely having it on the court reporter's tape is not of much use to anyone.

Mr. McGuigan: So 90 per cent of the cases where there is a lawyer are wasted?

Mr. Strauss: No. When we know the appellant is going to come with a lawyer—sometimes they turn up without our knowing—we order a court reporter to be there. The court reporter records it but does not transcribe it until we ask for it, and we only ask for a transcription if it goes to court.

Mr. O'Neil: What do you do in other cases?

Interjection: No record is taken.

Mr. R. F. Johnston: Or they jot down notes.

Interjections.

Mr. Strauss: No, there is always a record taken by the members of the board hearing the case, not a verbatim record.

Mr. R. F. Johnston: In the philosophy then, one of the problems we have all had with this—we are talking about process here. On the one hand we talk about this being a quasi-judicial body in terms of the need to have certain protection of medical records and things like that.

On the other hand, we start to say that usage of the process—that is, the right to come and appeal, to be represented, to then take that to court if you chose to—is something for which we will provide the tools to be able to do that well, which is a good transcript of what was said in terms of defence. We shall only give that to those when a lawyer comes in to play, rather than seeing that as part of the due process, that anyone who comes before you as a judicial body should have access to.

There is nothing more frustrating than to be sitting there making your arguments before, say, the three members of the board, who every now and then will jot down a note. You have no idea if you have just made some telling point—and you often presume that it wasn't when you see the results which are summarized, ignoring totally, say, professional testimony that you brought in on a vocational rehab case or something: this little summation in which it does not seem to be known that you brought in this specialist at all and that this evidence was brought forward.

I have wondered, reading some of the responses, whether or not the people in the tribunal were at the same hearing I was. I think the need for a hearing as part of the process is just vital.

How many cases went on to court afterwards? Is that not your figure on this table?

Mr. Strauss: No.

Mr. R. F. Johnston: How many of these cases actually did go on to court? Using your argument, it was the one you just told us about, was it not? Nineteen were going to court, but 13 were withdrawn so six went on to divisional court?

Mr. Strauss: No. The 13 which were withdrawn had been filed with the court, but were then withdrawn.

Mr. R. F. Johnston: Okay. So out of your total of 4,680 appeals this year, a grand total of 19 went on?

Mr. Strauss: That is right.

Mr. R. F. Johnston: Six were actually heard and went on. If that was the argument, then surely you do not need it even for the lawyers who are coming before you, because the numbers that are going on in the use of process, if you are talking about the lawyers forcing you into this position, is negligible.

Surely it is a matter of right that individuals should be able to have a record that they can use in a future appeal.

Mr. Strauss: But using this 90 per cent and 10 per cent, which, of course, are round figures; if there were 19 cases that went to court, there were 190 total cases at which there was a lawyer, at which we would have had a court reporter. None of the others—and I would say it was 171—asked for a transcript.

Once there is a transcript, the appellant has the right to have access to that transcript. It is at his cost, that is the way the legislation reads, but no one has even asked us for it. So if the demand for the transcripts were there, at least someone would have asked for the transcript in the 171 cases.

Mr. R. F. Johnston: Not necessarily. For instance, you ask for a transcript as a protection while you are going through the process as much as afterwards—at least, I do when I am there. I want the tribunal to know there is someone there who is taking down the discussion, so if you get a bias being expressed by a board member, or you get a distortion of information being put forward by the other side, it is clearly down while you are making your argument.

You do not have that record there, that you

may or may not wish to use later on. You have less power when you are in that situation. Surely that is clear.

Mr. Strauss: As I say, no one has made use of this from among the 171 cases. No one has questioned the public funds as far as we are concerned.

It may be the wrong decision, but it does cost us \$150 or \$200 a day to have the court reporter just take the notes. If no one used them again in the 171 cases, it would really be a waste of money. If we did it for all 3,500 cases and no one asked for it—

Mr. McGuigan: Mr. Johnston is saying it is for their own sake.

Mr. Strauss: But not until they are transcribed.

Mr. R. F. Johnston: I disagree. As they are being taken down they are of value when you are in that kind of a process. For how many court appearances does the transcript have any value afterwards, for what percentage does that transcript have any meaning? Yet within that judicial system, the record of what is transpiring is seen to have been an important thing to have taken place as part of the process.

Surely, in my view—in the quasi-judicial group—the same principle applies and if it costs, that is part of the cost of the process. It is a protection for the appellant whether or not it is used afterwards.

Mr. Strauss: We could have a tape recorder running and not make any use of the tape.

Mr. R. F. Johnston: Sure.

Mr. Strauss: We have not used tape recorders for technical reasons. It is very difficult to make sure that a speaker is identified, everything is heard and matters of that sort.

If merely having a record of it is seen to be additional protection, one could do that, but unless someone transcribes the tape it really is not going to be of any use to anyone. That is the view that we have had. As I said, 90 per cent of those we do record are not used.

Mr. McGuigan: If it is transcribed at the appellant's expense, it really will not be much of an expense to the board. It is really just a matter of having the tape recorder.

Mr. R. F. Johnston: It is at least on a tape rather than in the air, in history, some place back there. At any rate, I gather that there is not going to be much of a change in the philosophy or the practice on that side of things, and that is disappointing to me.

Hon. Mr. Drea: I think that it would be premature to judge that in view of the medical criteria.

Mr. R. F. Johnston: We will wait until October—or November, by the time I get it—and we will see how pleased I am at that point.

Can I ask you some questions about the board itself? Did I hear recently that new members were being added to the board?

Hon. Mr. Drea: Yes.

Mr. R. F. Johnston: Is that done? Is it finished?

Hon. Mr. Drea: I do not know. There are members being added virtually all of the time as terms expire. There is a six-year rule. Some people drop out. We did—at the request of the chairman, in order to facilitate more cases—expand the board from 21 to 24.

Mr. R. F. Johnston: Who are the three new members?

Hon. Mr. Drea: They were all posted. Perhaps Mr. Strauss—

Mr. Strauss: The allowed number is now 24. We now have 20 members as a result of some retirements and some terms expiring. Mr. Peter Boluk was appointed a few weeks ago, and Mr. Edgar Buchan was appointed a couple of weeks ago. They are the most recent members.

3:30 p.m.

Mr. McGuigan: What sort of background do these people have? Is it a wide range of backgrounds or just a—

Mr. Strauss: As far as I know, yes. I have been asked if they are representative of the community and I would say yes, inasmuch as they have a wide variety of backgrounds. They are as representative as 24 people can be in the province in terms of backgrounds.

Mr. O'Neil: On whose recommendation are they—

Hon. Mr. Drea: The Premier's.

Mr. R. F. Johnston: Surely there are not that many Tories in the province.

Mr. O'Neil: Do they have to be a Tory or not? I should ask that.

Interjection.

Mr. O'Neil: What sort of payment do they receive?

Mr. Strauss: The ordinary member's per diem at the moment is \$115; the vice-chairman's, and there are four vice-chairmen, is \$130.

Mr. O'Neil: Plus expenses?

Mr. Strauss: Yes, but the expenses are strictly reimbursement of actual expenses. They operate on the same expenses rules as the civil servants.

Hon. Mr. Drea: Travel expenses.

Mr. Strauss: Travel expenses.

Mr. R. F. Johnston: There are a couple of past members of the Legislature and a Speaker—you will be interested—who I think had some Progressive Conservative organizing background. I would just argue as to whether or not they were representative of the fabric of the province in political ways as much as they might be in other demographic ways.

Hon. Mr. Drea: I do not think they are being asked to be representative politically, they are asked to be representative economically and socially.

Mr. R. F. Johnston: Some of them come from backgrounds which have nothing to do with the legislation involved in terms of knowledge of, specifically, the Family Benefits Act, the General Welfare Assistance Act or the Health Insurance Act.

Do you know what kind of training is being done now for board members? It has been a concern of a number of us that when you are before the board you sometimes wonder about the expertise involved with some members. With other members, you clearly understand they have a very deep background in the area. What kind of training are you now—

Mr. Strauss: Being a fairly new member myself who has not had a social services background, I am perhaps more aware than my predecessor of the need to provide this. The members are given on-the-job training as they go out as observers for a period of time, depending on how quickly they learn. They are merely observers and do not participate in the hearing at all in any way.

We are putting together a manual which explains some of the jurisdiction of the board in less legal terms than the legislation does. They review cases that have been heard by other members as part of their learning process, and gradually are eased into the cases that appear to be less complex. Again, we do not know what the case is going to be.

Most of the hearings have more than one member. We would first put the new person on as the third member, then as the second member at the board hearings, and eventually he or she will be the presiding member. It is really that sort of learning process. I do not know any other

way of educating them, but having had to learn myself I am perhaps aware of some of the ways we can help them.

Mr. R. F. Johnston: What are you going through at the moment?

Mr. Strauss: I had a period with my predecessor in an observer capacity and I am not going out on cases, for that reason as well as others. I have been around the public service for 20 years so I am not entirely unfamiliar with the judicial and legislative process. Hopefully I can make a contribution.

Mr. R. F. Johnston: In the last estimates Mr. Alfieri made some comments as we were asking about this. It is on page 537 of the estimates of last year, November 2. "We will have to review the functions of the board vis-à-vis the fact that all of a sudden the files are decentralized and the decisions are made there, and review whether we should continue to have a decentralized board, the composition of the board in terms of an interdisciplinary approach," and so forth.

"This is part of our work plan for this year. We looked at some of the recommendations the minister made and some of his concerns we have expressed this afternoon."

Is this all part of Dr. Farmer's report or is this part of another review going on as to whether or not the board needs to be more decentralized?

Mr. McDonald: I would not answer for the board, but Mr. Alfieri, with the decentralization of the ministry, was looking into maintenance offices. We did not want any process to slow down. He was doing a personal examination within the ministry to make sure that process did not happen.

I was just saying, Mr. Alfieri, with the decentralization of the regional offices, that you were looking into the method of making sure the business of appeals and the speed-up of documentation was kept A-1, if you will. Mr. Johnston was referring to your comments on page 537 of last year's estimates, with respect to the decentralization process and how it might affect board members and hearings, and so on. Would you like to expand on it?

Mr. Alfieri: Yes. We have completed seven of the 12 area offices. We are decentralizing all the records and files to our area and local offices throughout the province. When the office becomes decentralized, the complete responsibility for interfaces with the Social Assistance Review Board will be at the local level.

Our intent is not only to provide a speedy report to the board and to the client, but with

local decision making it is to be hoped there could be some further, more positive interaction directly between the client and our own staff to explain the reasons for the decision. Then if the client decides to proceed to a hearing before the board, the client will know the reasons more fully beforehand.

This will also permit us to be a little more visible at the hearing. In our present centralized operation, we limit ourselves to submitting a report. In the future, there is going to be increased opportunity for three-way interaction between the board, the client and our own staff at the hearing level, so that again the reasons for the decisions can be better articulated and better explained.

In addition to the written report we send in all instances, of which the client gets a copy before the hearing, there will hopefully be more room for the verbal kind of interaction. In the long run, that will hopefully speed up the process and should assist in ensuring the process works better.

Mr. R. F. Johnston: Do you see a decentralization of the Social Assistance Review Board?

Mr. McDonald: I think that would be a matter for the Social Assistance Review Board and not for the ministry.

Mr. R. F. Johnston: Given the new reality of the decentralization of the ministry and all the files going out to the various offices, and the fact the whole process of delivery of service is now decentralized, what kind of adjustments do you think you are going to have to make as a board to adapt to that reality? Is there going to have to be more of a decentralization of hearings and things, or do you think you need to effect any changes that way at all?

Mr. Strauss: As I see it at the moment, and you will appreciate that after two months I do not claim to know everything that needs to be known, I do not think that will be necessary and in fact, it would have certain disadvantages.

We may have to change our communication process. At the moment, if a report is centrally available and we have not got it yet, we can get it, although it is really up to the ministry to get the report to us. If it is out in the field it might be more difficult.

The reason I do not believe it is necessary to decentralize the board—in fact it would be impractical to do so—is the distribution of cases geographically. It is so variable in a period of time that we would have an overload in one place and an under-utilized board in another.

We would never have enough people at the right place at the right time. It would cut down some of the travelling expense, but it really would not make the board very efficient. So from my limited knowledge today, I would say the board would not be decentralized, but we may have to somehow adjust our communication process with the ministry within our legal environment.

3:40 p.m.

Mr. Alfieri: It should also be noted, at least from my personal experience with the board, that even though it operates centrally as an office, it does conduct its business in a decentralized mode. The hearings are held in the applicant's or the appellant's own locality, occasionally even in the person's home when the person cannot make it to a particular office. The mode of operation is a localized one, whereas just the administration operates on a centralized basis.

Mr. R. F. Johnston: I have a question on decision-making. Is anything being formalized about the use of precedents as part of the operation of the board and part of the board's training?

Mr. Strauss: For the training of new members, I am in the process of trying to make it a little easier than merely reading through a whole series of decision notices and indicating the sorts of interpretation that would be placed on a type of decision.

You appreciate we cannot standardize on what evidence means what. Each case will have a different set of evidence. I would not presume to direct members on what they shall interpret a certain appearance or a certain wording to mean. To understand what we do under a certain set of general circumstances—and this is based partly on the experiences of the last 12 years on the advice of our lawyer—we try to provide some guidelines in that regard. I hope that will be helpful.

Mr. R. F. Johnston: The last thing I have on this matter has to do with the old question of interim benefits for people who have been cut off general welfare assistance. Although they are in need of assistance, while they are going through the process, they do not receive any.

I wonder if you could fill me in. Are there any possibility of changes being looked at in policy in that area or is that present policy going to be continued?

Mr. Strauss: Are you talking to me?

Mr. R. F. Johnston: Either.

Mr. Strauss: Interim assistance is at the discretion of the board by law. Pending a hearing or pending a decision, the board is authorized to order interim assistance in cases where it deems to see undue hardship. I am not quite sure of the exact wording.

I am not sure whether there is any policy per se. You cannot really stipulate criteria. We do receive requests for interim assistance from time to time, but certainly I cannot discern any particular pattern.

A case is reviewed and information obtained by the staff member who gets the telephone call or receives it in writing. We obtain such background information as we may need, remembering the board is not an investigative body. The decision is then made, basically by me acting as the board with a recommendation from a staff member. It is my decision or a board member's decision. In my absence there would be a vice-chairman.

Mr. R. F. Johnston: How do you make the decision?

Mr. Strauss: On the basis of the information provided. In the case of a woman with two small children and absolutely no income, it is likely to be easier to establish hardship than with a single person who has a bank account or whatever. What we have to be very careful of, and we are doing our best to make sure the two do not get confused, is not to judge the issue which is being appealed when we evaluate interim assistance.

That is one reason why the other members of the board who are out on hearings are not involved in the interim assistance assessment. In fact, the data that is collected for an interim assistance decision is not made available to the members holding the hearing so they should not be biased at the hearing by whatever information has been documented for me in making the decision on the interim assistance.

Mr. R. F. Johnston: The difficulty some of us have with the process is that you are being asked to make a decision on very short order and with one source of information from a staff member—I believe that would be true—

Mr. Strauss: Yes.

Mr. R. F. Johnston: —that affects someone's capacity to make ends meet over the next number of months perhaps. Inevitably, that is going to lead to mistakes in judgement.

The study group, for instance, has recorded a number of instances where a staff member thought someone looked as if they needed it or did not look as if they needed it, and that

became part of a report to the chairperson in terms of making a decision. My prejudice would be to go in the other direction and give it, and if it was not needed get it back later, which is the system used by other arms of government when they make overpayments by mistake, rather than having to make decisions on grounds for which I do not know the criteria.

Mr. Strauss: Let me put it this way: I do not necessarily accept the staff member's recommendation. We have formalized our documentation a little more in recent weeks and there are some cases where I have not accepted the staff member's recommendations in either direction. We do a limited amount of research in order to make sure we do have as much information as we can possibly get.

I think the recovery of an overpayment in this case is likely to be quite difficult. Who proves what? The decision of the board is not appealable. Who would investigate and how would you appeal against a decision of the board to say you want to recover an overpayment? Who is going to recover it?

I agree with you, it is possible to make an error in judgement. I hope we do not make too many of them.

Mr. R. F. Johnston: Can you table with us the kinds of forms that come forward to you with the kind of information? I would not mind a sample of one with the names and locations whited out so we cannot trace it, just to see the kind of thing that is put to you to make decisions. My own preference would be to make sure that people got the money while they were going through due process.

How many people received interim benefits? Do you have that?

Mr. Strauss: I do have some information on that group and I will find it in a moment.

Mr. R. F. Johnston: I would like information on both those who asked for it and received it.

Mr. Strauss: I do not have the refusals, but the total number issued in 1981-82 is 153, of which 26 were under the Family Benefits Act and 127 were for general welfare assistance.

Mr. R. F. Johnston: What was the total dollar figure on that? Do you have any idea?

Mr. Strauss: No. That would vary with the circumstances of the appellant. All we order is interim assistance in accordance with the regulations, depending upon what the person's entitlement is and what other circumstances there are.

Hon. Mr. Drea: Also, it would be reflected in the time it took to have the hearing. If it was only two weeks to the hearing, it would be a relatively small amount. If it was six months, it would be a larger amount.

Mr. R. F. Johnston: I am not interested in the individual case, but rather in the total cost involved. I would like to have that if it is possible to get me that figure.

Mr. Strauss: Total cost? I would not know what it is because it is not paid by us.

Mr. R. F. Johnston: Do you have that cost, Mr. Alfieri?

Mr. Alfieri: I would have to have the names of the particular individuals concerned for FBA and it would be pretty difficult to get it for GWA.

Hon. Mr. Drea: The municipality would be paying the GWA. Most of those cases were GWA.

Mr. R. F. Johnston: So we do not actually know what the cost of the interim payments has been?

Mr. Strauss: I do not think so. I do not know enough about the total system, but we certainly cannot supply it.

Mr. Alfieri: Even if we got that, it would not reflect the overall situation for two reasons.

First, as far as family benefits are concerned, between 60 and 80 per cent of our referrals come from municipalities. The people are already receiving general welfare assistance. If we deem them ineligible and they appeal, they are still receiving aid from the other programs; so the question of interim payments would not apply.

Secondly, with respect to the cases we suspend, depending upon the reason for the suspension, some of these individuals also revert to general welfare assistance because even though they might not be eligible for FBA, they would be eligible for GWA.

3:50 p.m.

In my experience, the only instances where the individual would ask for, and receive, interim payments would be where (a) the person was not receiving any form of aid, and (b) the eligibility was of a nature that the person did not have any meaningful means of livelihood.

For instance, if a person who applied resided with family, was 18 and was not deemed to be permanently unemployable, as opposed to a mother with dependent children who was being suspended from benefits for some reason, the

two cases are relatively different with respect to the ordering of interim payments.

As far as interim payments are concerned, once the board orders an interim payment, that payment is a legal payment, notwithstanding the fact that the board may subsequently find the person ineligible. The question of overpayment would not arise.

As far as the general welfare assistance program is concerned, in most instances where there are circumstances that are of a dubious nature, some municipalities continue to provide emergency payments pending the appeal.

Mr. R. F. Johnston: Therefore, I would like to know how many are refused compared with the number granted, to have some idea of just what we are dealing with here.

Mr. Alfieri, if you are saying to me that, say, 150 are turned down for this, and that the municipality will then often give the bulk of those people emergency general welfare assistance, then I do not think I understand why the decision to give everyone interim funding while the process is going on is not made. I am curious to have a look at that.

Mr. Alfieri: I did not say "the bulk." If we say to someone ineligible, "You have \$3,001 in liquid assets," and he appeals, (a) there is no need there if the person, in fact, has that level of assets, and (b) I do not think any municipality would assist in those circumstances.

I think what one finds is that even though one may be ineligible for family benefits—we may say, "Ineligible because the last qualifying child has ceased to attend school"—that person is nevertheless eligible for general welfare assistance as a single person.

When it comes to the FBA, the need to order interim payments in FBA is not as marked a need because of the fact that many people who are ineligible for the categorical family benefits program are still nevertheless eligible for GWA.

Mr. Strauss: Can I just add to this, since you have asked me for some statistics? I will try to produce them as quickly as I can, but it is a manual job.

Among the refusals that would come up from our statistics in FBA would be those for the reason Mr. Alfieri has indicated, they would be eligible for GWA.

It is one area where we do give some advice to the appellants. If someone calls, having appealed on the FBA situation, and we ask, "Have you gone to GWA for emergency assistance?" and they say, "No," we say, "You have to go there

first before we can look at you and, if you are refused there, then come to us."

They might show up as a refusal, but in fact they have received some interim funds through GWA, where they should go in the first place.

Mr. R. F. Johnston: So it is the GWA cases that in fact would be most relevant. The 26 of the 153 that were FBA interim funding; what level of income are they paid at?

Mr. Strauss: Whatever they are entitled to, given the circumstances of the appellant.

Mr. R. F. Johnston: Based on FBA rates or based on GWA rates?

Mr. Alfieri: If we are directed to provide interim assistance, we do it in accordance with the family benefits regulations.

Mr. R. F. Johnston: So they would get it at the FBA rate?

Mr. Alfieri: Yes.

Mr. R. F. Johnston: Whereas someone who is applying for FBA, was appealing, and was sent to GWA and got emergency funding would be getting GWA-level emergency funding, which would be less than FBA.

Hon. Mr. Drea: But they have not been determined to have any eligibility under FBA. What Mr. Alfieri is saying is that if you have had eligibility under FBA you will continue to be paid at FBA rates. If your eligibility is under GWA, you would continue to be paid at that level. If you have no eligibility at all and social assistance, obviously your first regulatory criterion is general welfare assistance.

Mr. R. F. Johnston: So of the 26 who received FBA interim funding, to distinguish, would have been people who had not been on FBA before?

Hon. Mr. Drea: Would have been.

Mr. R. F. Johnston: Oh, would.

Hon. Mr. Drea: That is what I said. Their eligibility which was affected was eligibility for FBA payments. Therefore, what he says is they continue to get their FBA payments. The others who were under GWA, or under nothing, would get GWA-level payments.

Mr. Alfieri: I think it is also worthy of note that only about 20 per cent of the people who appeal family benefits decisions are successful. To provide 100 per cent interim payments for the 20 per cent who are successful is not necessarily the best way to approach it. I think some selective process is still required to deal with the merits of the situation.

Mr. R. F. Johnston: Well, I will not be argumentative. Thank you. I appreciate your coming and being as accessible to us as your predecessor was, and for answering questions. I would appreciate it, given the constraints upon your time, if you can get any of the information I have requested. I would be very pleased.

Mr. Chairman: Are there further questions through the chairman?

Mr. McDonald: Yes. I just wanted some clarification. If the chairman could not get the information in hand prior to the end of the estimates, could we endeavour to give it to all the members subsequently?

Mr. Chairman: Yes, we would appreciate it.

Mr. Strauss: The only information you have asked for is the refusals of interim assistance.

Mr. R. F. Johnston: And the forms you use, on which you make your decisions.

Mr. Strauss: Oh, yes.

Mr. McGuigan: Mr. Chairman, I would like to ask a couple of questions. One is, what is the average time between the entering of an appeal, the hearing, and the citizen getting the decision?

Mr. Strauss: Too long. By statute, you are aware that we have a 61-day limit; 21 days from the time of receiving the appeal to the time we have to give them a hearing date and another 40 days from that date to the time of handing down a decision.

It is very difficult in many cases to meet that deadline. I think it has been the philosophy of the board to rather give a right decision—a correct decision, a sustainable decision—than to hastily give one that is not supportable. However, it is a concern, and has been a concern of my predecessor, and we are making continuing efforts to try to improve that record.

Mr. McGuigan: What if you do not meet the statutory limits? What happens then?

Mr. Strauss: We are technically in default. I must add further that very often—I am not making that the excuse because it certainly is not in the majority of cases—the cases are deferred at the request of the appellant.

We set a hearing date. The appellant has a date to go to hospital, or his lawyer is not available, or some other reason. The appellant asks us to defer the hearing, and that may mean another month because we might not be in the area again.

We try to group our hearings from the point of view of efficiency and therefore there may be

a delay on that account. It is a complex process and I am aware of the concerns.

Mr. McGuigan: Do you have people filing complaints because of delays?

Mr. Strauss: Not too many. Occasionally a lawyer will ask, "We had the hearing on such and such a date, where is the decision?" That has happened.

Particularly with complex cases, we might refer to our lawyer for a review to make sure we are interpreting the legislation correctly, which causes a delay. That is an area I have personally under review—and I know my predecessor had—and we are trying to do our best to improve that record because it is not good.

Mr. McGuigan: Do you have any breakdown of what these times are for the various delays?

Mr. Strauss: Not readily. Some statistic floats around in the back of my mind, but I am not sure what it is.

Mr. McGuigan: I wonder if that should not be part of your report, since it is a statutory requirement.

Mr. Strauss: We will try to put it in our report. At the moment, the gathering of our statistical information is manual. I am trying to improve that too, but we are a relatively small organization. Our administrative overhead is small and we would like to keep it that way. However, within limits, I am trying to improve that.

Mr. McGuigan: Once you get into the electronic methods, it will improve.

Mr. Strauss: That is right, but that is in process.

Mr. McGuigan: I have a field worker's special report form here. This is not my field, so I do not have personal experience in it. Looking it over, I see some of the questions: parents, obvious disabilities, mental alertness, posture, behaviour, others, gait, distress.

I gather some of the information here would be used by a review board in making a decision. I could accept the word of a worker with a great deal of experience in this field, but I wonder about someone who has just come from the two-year course and is new in the business. How qualified are they to make these kinds of assessments?

4 p.m.

Mr. Strauss: I would have to refer that to Mr. Alfieri. That is a form used by his staff. We do not necessarily get that. It could be entered as

evidence but I do not think it ever is. That is not a form I am familiar with.

Mr. McGuigan: Did you hear my question?

Mr. Alfieri: Yes, sir. I will discuss it. That form complements the other forms you have before you; specifically the yellow one. The applicant's doctor fills out the yellow form, which is an application for disabled or permanently unemployable conditions. The second form you have is a form completed by our own field staff and is intended to complement the information provided by the doctor. The medical advisory board has, as a minimum, those two documents in considering its recommendation.

Mr. McGuigan: They do not seem to have the same questions at all.

Mr. Alfieri: One is medical and the other is one of a more functional nature. What can the person do? How often does the person go to the doctor? Can the person dress himself or herself? Can he go out alone? How is his gait? Does he walk with crutches? Those are the kinds of observations a worker makes with respect to the client's ability to function on his own in the community.

Mr. McGuigan: How about a new worker? At what stage would he be able to make this out?

Mr. Alfieri: All our staff undergoes certain training programs and the workers are trained with respect to the meanings of those terms and how to fill those out. Obviously some are more perceptive than others but, by and large, they do get training in how to complete them.

Mr. McGuigan: They would have gone through a period of time where they were under another worker?

Mr. Alfieri: Oh, yes. There is a lot of on-the-job training. As a rule, they start by working out of an office for a while under supervision or along with a senior worker. After they have familiarized themselves with the office and the location, they come to Toronto for three weeks of training where they go into more intensive detail of the legislation, the forms and the practices.

Mr. McGuigan: Mr. Strauss said you are changing some of the forms. Is this one you are changing?

Mr. Alfieri: Yes. Those are two of the forms currently being reviewed as part of Dr. Farmer's study in relation to the definition of disability, the process of determining eligibility, the role of the medical advisory board, composition, structure and so forth.

Mr. McGuigan: Those are all the questions I have of the staff. I would like to say to the minister I am really pleased to hear him say they are looking at the whole person and at the community in this review. I have two towns in my riding that fit right into that all too often. They are communities that—I do not know whether they would want me to describe them in this way—at one time had more industry than now. They are a bit on the decline.

Hon. Mr. Drea: They do not have any light or services.

Mr. McGuigan: That is right and they are on the decline. You tend to have the more employable people moving away and you are left with the hardcore. They have an additional problem in that when they go for benefits, they are told they have to make a job search.

Mr. Strauss: Yes.

Mr. McGuigan: In a couple of days they have canvassed everybody in the community. They they are told they have to go St. Thomas or to London. They have no means of going.

I have another problem—

Hon. Mr. Drea: Mr. McGuigan, there is a little bit of a problem there. There is no question that under the rules a person who is considered employable for purposes of general welfare assistance must be making every effort to obtain work. Since we live in an age of methodology, one of the determinations they try to use is, "Who have you visited lately?" In a small community I am not too sure that is of any significance, because the same guy goes around to the employer two, three or four times and the employer gets sick and tired and does not even want to see him. He or she starts getting irritated with government procedure.

Mr. McGuigan: There are some people who will not even sign that he has been there.

Hon. Mr. Drea: That is what I say. In a big area, fine; "Where have you been?" and you put it down and, "Okay, that is fine." You get into a small area with five employers and you have already been to see the five two weeks ago and here you are again. You give them a piece of paper. In places where this has worked, it is an absolute, it is a guide and it can be useful. I am not knocking it altogether, but I think there has to be some reason and some sense in it.

There have been places, particularly in other jurisdictions, where the employers put the office boy outside and he will sign 500 forms if you want him to. "Just do not bother the personnel

department. We have other problems." Once again, you have made it a game.

Mr. McGuigan: At least they were there, though.

Hon. Mr. Drea: Yes, but you have made it a game. If you are going to have social assistance it really should not be a game. You either deserve it and are entitled to it, or you are not. I wonder if perhaps the efforts could not be used in some other direction, particularly in the areas where there is no measurable new employment.

Mr. McGuigan: In good economic times, you would say, "Move to London or move to St. Thomas," but you know in your heart there are 500, 1,000 or several thousand people already out of work in those communities. Why take these people from a spot where they have friends, relatives and a little bit of support and throw them into another community where they have no social support, no friends?

Hon. Mr. Drea: Without casting reflections on a lot of things, I do not think the history in Canada of incentives of mobility of labour have ever worked, in good times or in bad times.

Mr. McGuigan: I would agree, without casting any—

Hon. Mr. Drea: I have never seen any great results out of any great programs.

Mr. Kells: Migrant labour requests.

Hon. Mr. Drea: Yes, but there is very little domestic migratory labour.

Mr. Kells: This was back in the 1930s.

Hon. Mr. Drea: But I am talking about in recent times. In recent times there have been efforts and incentives toward mobility of labour, particularly by the federal government. I am not too sure they have—

Mr. McGuigan: It works with some of those Quebec families where, as a family, they come to a certain farmer where there is crop picking. It works very well.

Hon. Mr. Drea: Oh, yes, but that is a specialized and a very specific area where people are able-bodied. It is merely bringing them to a particular job—

Mr. McGuigan: Jobs are waiting for them.

Hon. Mr. Drea: —that is waiting for them and only they can do it. They are only going to be there for a relatively brief period of time and that is really just a ranging in movement. I am talking about a long-term movement where you can transpose a person from A over to B

because there appears to be a need for him. Does the family follow whatever occurs?

There are also expenses in it. The cardinal principle of the whole Canada assistance program still is—although it is not as noticeable any more—no residence requirement, period. At that time the movement was from the east to Ontario. You could move in here and could get assistance on the very first day if you were deemed eligible. It wiped out residency requirements within a particular jurisdiction, as well.

But we are not talking about able-bodied people, we are talking about borderline people. I think a look has to be taken at that, in the light of something else you mentioned. There is very little work for borderline people. That is regrettable. Even on farms work has virtually disappeared because of the sophistication of the machinery and concern they will be injured or whatever. When I say that—

Mr. McGuigan: Most of them wash dishes.

4:10 p.m.

Hon. Mr. Drea: Yes, but most of the other type of work for those border line people, for the handicapped or for the disabled, is arranged by government or by the community. I am talking about an unorganized one.

We have to take a look at that, and we already have taken a look this year at the question of the female over 60 to 64. On the one hand, of those who could meet the medical standards—roughly 9,000 in that category—we found 1,661 who were not disabled who could not meet a medical qualification of even permanently unemployable. For practical purposes they were unemployable and we brought them all in. I give credit to the federal minister; she was quite sympathetic.

Mr. R. F. Johnston: She was well in advance of action by this government.

Hon. Mr. Drea: No, she was not.

Mr. R. F. Johnston: She made her announcement.

Hon. Mr. Drea: She did not. She sat in my office and agreed to it, my friend.

Mr. R. F. Johnston: She called for it months and months and months ago.

Mr. O'Neil: She convinced you.

Hon. Mr. Drea: She gave a sharing on it. I think it is a matter of record, Mr. Johnston. She sat in my office and agreed.

Mr. R. F. Johnston: I very seldom praise both groups but she deserves it, she was well ahead.

Mr. McGuigan: I do not care who gets the credit, all I care is that it is done.

Hon. Mr. Drea: The Liberal Party out west has some difficulty in recognizing federal relations.

Mr. McGuigan: I have people 55 years old in that category, especially women. Your heart bleeds for them because the only job that is really available for them is waiting on tables, and who gives a 55-year-old woman a waiting job? I know you have to cut it off some place, but I have those people coming to me, especially in those communities.

Hon. Mr. Drea: On the other hand, you have the difficulty of deciding where you want to cut people off from real participation in the work force because the minute you drop the age they will say: "You are eligible for provincial pension. We do not want you."

Mr. McGuigan: I realize there is that problem, but all I am saying is that there are people younger than 60 who are still—

Hon. Mr. Drea: It depends on the area. For a female of 55 in a big urban area, there are considerably more opportunities if she is physically and mentally capable than there are in rural and isolated areas. That is why I think we have to take a look at it.

Mr. R. F. Johnston: They pay them less.

Mr. McGuigan: I hope this is the right point to mention it. On this same problem, in relation to the office in St. Thomas, I run into a lot harder attitude in St. Thomas than I do in Chatham.

Hon. Mr. Drea: You mean Elgin county vis-à-vis Kent county. I think I would agree with you.

Mr. McGuigan: Is it counties or is it people?

Hon. Mr. Drea: I do not know, Mr. McGuigan. Let us put it this way. There tends to be a narrow interpretation of social assistance in Elgin county. It is legal but narrow.

Mr. McGuigan: Very moralistic.

Hon. Mr. Drea: I have never had morality thrown at me, but on my visits to Elgin county I find that on some of the things they are asking me I really do not understand why they are asking me for an interpretation when the act seems quite clear.

Mr. McGuigan: Is there anything you can do about it?

Hon. Mr. Drea: Yes. You have two things you can do about it. The regulations are there and

they must obey the regulations. Second, if they do not, you have the right to go to the Social Assistance Review Board for an interpretation.

I do not think that narrowness is in application of the act. The narrowness is in the philosophy about how the act will be administered. One of the examples is that when the fuel allowance was brought in I was asked what they could do if someone left their door open deliberately to waste the fuel allowance.

Mr. McGuigan: The minister cannot answer a question like that.

Hon. Mr. Drea: I can answer it. First of all, if a person deliberately left his door open and was trying to freeze himself to death, I would want him to have a mental examination to see if he was capable of independent living or required some assistance. I do not think I would be looking at the fuel going out through the door, I would be looking at the type of person who would do that.

Second, if someone who was in full possession of his faculties decided to do that just out of spite, obviously they then have some very real remedies. I must say that is the only place that question arose.

Mr. R. F. Johnston: That is because there are milder winters down there.

Hon. Mr. Drea: Have you ever been there? If you look at the mean temperatures, it is colder than Toronto.

Mr. R. F. Johnston: If it is colder than Toronto, it would mean something else.

Mr. McGuigan: They have the humidity there.

This particular gentleman will not seem to go out of his way to help people. I had a recent case in which he turned down the person on one technicality. He could have been accepted on another technicality which I eventually, with my limited knowledge, discovered and told him about, but he could have volunteered the information to him. He does not volunteer anything; you have to dig it out of him.

It seems to me the minister really should take hold of that situation. I do not want to be vindictive in my position either, but you have to fight for the people who come to you.

Hon. Mr. Drea: I suppose the best I can do for you is to look at the situation and make sure that the application of the law or the regulations on general welfare assistance is fair and equitable, but I am not sure that will change the attitudinal response.

Mr. McGuigan: Why do you not put him out directing traffic or something?

Hon. Mr. Drea: If you want me to, I can arrange to send him a copy of Hansard, but I do not think that will change the attitudinal response. You and I have discussed this privately on several occasions.

With the province assuming a great deal more responsibility for a great many community-funded programs and so forth, one of the things that hopefully will come about is that there will not be the narrowness of interpretation of social assistance. For instance, with some of the things the Ministry of Health is doing in the provision of prosthetic appliances, that removes an area of contention, at least partially.

Mr. R. F. Johnston: Seventy-five per cent of it. The other quarter of the crutch has to be picked up somewhere.

Hon. Mr. Drea: Yes, but the whole point of it was that before it was a 50-50 sharing and the crutch may never have been picked up.

The provision of the drug card to the disabled and to senior citizens removes another area where there used to be contention, where they had to agree to pay 50 per cent. They felt it really was not their obligation.

While I agree with you about the attitude, I am afraid I cannot offer you an instant solution.

Mr. McGuigan: Maybe Hansard alone would help.

Mr. Chairman: Mr. Johnston, is that a supplementary you have?

Mr. R. F. Johnston: There are a number of things that come to mind. One follows from what is being discussed here about the particular geographical approach to social services.

Hon. Mr. Drea: Are we done with SARB?

Mr. R. F. Johnston: This is sort of bringing me back to it, if I might. Do you have a geographical breakdown of GWA appeals that have been brought forward to you?

Mr. Strauss: We have barely got a geographical breakdown of all cases in toto in the annual reports; we have not got that yet for 1981-82. I certainly have no breakdown for GWA.

Mr. R. F. Johnston: The reason I come to that is do we see strange numbers of successful appeals, in general welfare assistance specifically, coming from areas where the attitudes towards interpretation of the social services legislation may not be as progressive as elsewhere?

4:20 p.m.

Mr. Strauss: Again, if our plans for our complete statistical analysis work out, we should be able to produce that for the current fiscal year next year with plenty of ease.

Hon. Mr. Drea: Yes, I would be very interested if there was an unusual geographical discrepancy.

Mr. McGuigan: Some red flags will pop out.

Hon. Mr. Drea: We used to have red flags on the disabled persons one. That was very easily identifiable because it did not have to do with geography. I would like to look at a geographical one if there was something very unusual. If you take some of the areas that do not yet even have a county unit, they are still on a municipal basis or a township, it would be unusual if there were not appeals in there because you have four bodies, and so forth, making decisions. If there was something unusual from a specific area of the province—

Mr. McGuigan: It could be fewer appeals, too, from a tough area; people discouraged and so on.

Hon. Mr. Drea: I do not know how you would measure that. I do not know how they are arranging their statistics, although it might very well be a 10-year look, I do not know how they are arranging their statistics.

Mr. Strauss: Historically, we have not made that breakdown. We have provided location of hearings. We are working on a statistical system that I hope will enable us to get the data out electronically for the current fiscal year. If it is all right we will produce it next year for this year. I will be glad to do that for you. We can do it historically but it would be an awfully cumbersome task.

Mr. R. F. Johnston: No. It may not prove anything but, as the minister says, it may provide something of interest on the geographical—

Hon. Mr. Drea: Only on GWA because the Family Benefits Act is—

Mr. R. F. Johnston: I am really only concerned with GWA.

Hon. Mr. Drea: And you have unorganized territory provincially.

Mr. Chairman: Just for the record so it will be straight: is there some statistical data you will be distributing to the members of the committee, or is it ready? Mr. McGuigan asked you about the timing of hearings, and so on. Will that be forthcoming?

Mr. Strauss: Yes.

Mr. R. F. Johnston: Another thing that came out of Mr. McGuigan's exchange with the minister took me back into the interim funding mechanism in terms of categories. The one that came to mind was a sponsored immigrant who might be applying for interim funding. He might come here and have a falling out with the family. There is no provision under our acts to pick that person up, and then they come as people trying to put the family back together often and ask for interim funding.

Is there a breakdown of categories of the kinds of people who are coming before you?

Mr. Strauss: Not at the moment. Again, I hope to have a comprehensive mechanism to break it down any way you like, but at the moment we do not have that.

Mr. R. F. Johnston: There is one thing for the minister which I will leave to the end, although you may want to comment on it. The other two things are for you. One is, how much do you charge for a transcript? That just struck me.

Mr. Strauss: We do not.

Hon. Mr. Drea: We do not. The stenographers have set rates. They charge by the page, the same as the courts. They are all private operators.

Mr. R. F. Johnston: So you have no idea what the—there is no average cost?

Hon. Mr. Drea: Whatever the court reporters charge. They are paid a certain amount for being there, but the bulk of their income comes from selling the transcript page by page.

Mr. R. F. Johnston: I was just wondering what the effect would be if someone asks for it, they say, "That will be 10 pages for \$200," and the person will say, "I would rather not have it."

Hon. Mr. Drea: If you can get 10 pages for \$200, take it.

Mr. O'Neil: It is quite expensive.

Mr. R. F. Johnston: It is quite expensive. That is what I am trying to get at. Is it expensive to get hold of transcripts?

Mr. McGuigan: You say you could get that for that much?

Hon. Mr. Drea: Ten pages for \$200, I think I would take it, in Toronto. I hope you are practising—what are you paid?

Mr. O'Neil: I do not practice.

Mr. McGuigan: It is a fairly laborious business.

Hon. Mr. Drea: No, but traditionally, court stenographers receive—

Mr. Strauss: It is \$5 per page just to transcribe it. The court reporter has been there for \$200 a day and that just puts it on his or her tape. To transcribe it, the figure that stands at the back of my mind is \$5 a page, but I may be wrong.

Hon. Mr. Drea: I think it is more than that, Mr. Johnston. I can find out.

Mr. R. F. Johnston: The reason I am asking is just to see if that has anything to do with the request or nonrequest of a transcript, that is all. If you could check that out, I would be interested to know.

Hon. Mr. Drea: You would not find very many 10-page transcripts. They are double- and triple-spaced. They are quite voluminous documents.

Mr. R. F. Johnston: Especially when MPPs represent them.

Hon. Mr. Drea: I have not paid for one in a long time. In my other ministry, they just wait out the other side. Why should the taxpayer pay? We won all the cases in the end anyway.

Mr. R. F. Johnston: Is that right?

Hon. Mr. Drea: If I can explain the system to you, they usually work in a corporation or out of a corporation, whereby they get their assignments from a central pool. Part of their income is the selling of the pages, rather than being on a fixed amount. Your difficulty, too—and I think you have to look at this—is there is not an overwhelming number of qualified court stenographers.

Mr. R. F. Johnston: I was talking to the Minister of Education (Miss Stephenson) about a community college course.

Hon. Mr. Drea: Have you watched them?

Mr. R. F. Johnston: Oh yes, they are fantastic. Interjection.

Hon. Mr. Drea: It is a difficult thing—

Mr. R. F. Johnston: You had better train your teachers who have to leave their jobs because of lack of pay. At any rate, I think it is a wonderful idea.

I just wanted to find out if that was prohibitive at all for people requesting it. The other thing I did not ask, and I do not know why it passed by me, is that we are in the process now of changing the distinctions between permanently unemployable and disabled. That comes into effect in November of this year?

Hon. Mr. Drea: Yes.

Mr. R. F. Johnston: I want to know what is happening at the moment as to interpretation of

the distinctions. I have a letter here from a D. Alfieri.

Interjection: He has come back to his seat, I see.

Mr. R. F. Johnston: This is to a friend of mine named McClellan, who happens to be the member for Bellwoods, about a Mr. Fred Troina, of Ossington Avenue in Toronto. He fits into both the Canada pension plan and Workmen's Compensation Board criteria of what a disabled person is, but he has learned from the director of income maintenance that he is not eligible under our present criteria for Family Benefits Act assistance.

We know we are moving to change this distinction, and we are going to move towards the CPP-style definition. Here is someone who just happens to be a few months out in terms of their needs. What are we doing at the moment to address those needs? Is there any point in appealing this case to the Social Assistance Review Board at the moment?

Hon. Mr. Drea: Are you talking about the definition of permanently unemployable?

Mr. R. F. Johnston: Yes.

Hon. Mr. Drea: We have not said we are changing that definition.

Mr. R. F. Johnston: I am sorry. The person has applied to be recognized as disabled, and has been considered not to be.

Mr. Alfieri: As the minister has explained, it is a fairly simple distinction. Currently the definition of "disability" contained both in CPP and WCB practice is one of inability to work, whereas a definition of disability for family benefits purposes goes well beyond that. It is being unable to engage in activities pertaining to normal living, such as self-care, doing his own washing, cooking his own meals—it is a much more restricted definition of disability.

The CPP definition of disability is more in line with our own definition of permanent unemployability. So that is the difference. The fact someone currently receives CPP does not automatically make that person disabled for our purposes. Most of the time it does not make that person disabled for our purposes. Most of the time it does not make them permanently unemployable for our purposes. But the distinction that is currently there is a fairly marked one, both in terms of permanency and of the degree of severity of the handicap.

4:30 p.m.

Mr. R. F. Johnston: But as I am hearing the minister talk, as of November we are not going to see that distinction made in that way. Is that right or not?

Hon. Mr. Drea: It does not matter which you are, you get the same pay.

Mr. Alfieri: As of November, the difference in levels of allowance between permanently unemployable and disabled recipients will be eliminated.

Mr. R. F. Johnston: And the amount will be?

Mr. Alfieri: By extension, then, a permanently unemployable person will receive the same level of assistance as a disabled person, and the definitions will at that point become academic. What we are looking at is coming up with one definition that will be the definition from November.

Mr. R. F. Johnston: At that point, someone who is not considered disabled by the ministry, but may be unemployable, will receive more?

Hon. Mr. Drea: No.

Mr. R. F. Johnston: No?

Hon. Mr. Drea: No. You had one level here, which was the disabled person. You had a level below it—quite a substantial level—permanently unemployable. We said we were going to eliminate that in two steps.

We would cut half of that differential as of November last year, and we would eliminate the final half for rate purposes in November of this year. So regardless of what definition we take, the definition becomes academic because it has to be at the lower level anyway. Do you follow that?

The definition of the disabled person was a very tight, high definition. Obviously, if we have eliminated the pay differential, we are going into the permanently unemployable definition.

Mr. R. F. Johnston: Yes, the point being that the individuals who are going to be recipients do not care about the title you are going to give it, they care about the money.

Hon. Mr. Drea: But today they get half—

Mr. R. F. Johnston: That is right; and this guy, at the moment, as I understand it, is not eligible for what is now a higher rate.

Mr. Alfieri: As of last November, that individual was receiving up to \$86 less than a corresponding disabled person. As of November of last year the difference was nearer to \$46, and as of November 1982 it will be completely eliminated, so a disabled person and a perma-

nently unemployable person will be eligible for the same levels of assistance.

Mr. R. F. Johnston: Right, and here we are in May and this person has just received a letter from the director of income maintenance, with whom you are very familiar, and he is basically telling him, as I understand it, that he is not eligible at the moment for the higher level.

Is any redress available to this person at the moment? Even though we know we are going to get there in November, at the moment that person is stuck.

Hon. Mr. Drea: He can appeal to be declared a disabled person for the remaining six months. Otherwise the answer is no. We said it was being done in two steps. However, if he is ineligible because of his Canada pension plan benefit and the spread is only \$46, that is really not a vast amount of money. We set those terms down to eliminate the gap.

One of the problems is—and I explained this last year—I always asked why these two categories were not put into one. It was always because the increases had come along and there was not enough money left to do that, so that last year we put it straight out—two steps, right on top—and then figured out the increases afterwards. That was the only logical and reasonable way to do it.

At the same time we recognized that new applicants—the older applicants are quite happy, because—

Mr. R. F. Johnston: Of course.

Hon. Mr. Drea: All right. We have the same thing with the disabled woman keeping the allowance in her own name. It is June 1 that becomes effective. You have to have dates, and there is no question that some people—

Mr. R. F. Johnston: Get hurt.

Hon. Mr. Drea: —or have to wait a couple of months to qualify.

Mr. R. F. Johnston: That is right. What essentially is being said is that in terms of priorities at this point the decision was to bring it in two stages rather than one.

People like this man, whose specific income situation I do not know, are caught in an unjust situation—which is being recognized as unjust, because of the changes being made—for a number of months, until the ministry decides on the priority of funding to put into it.

Hon. Mr. Drea: But you can look at it another way. If this person had no CPP he would be getting a lot more than he would have got in

November. I think you have to look at it that way, too.

Mr. R. F. Johnston: He is getting less than you are admitting is just.

Hon. Mr. Drea: No.

Mr. R. F. Johnston: If you are changing the policy, you are saying that the distinction should not be there, or you do not change the policy.

Hon. Mr. Drea: I changed the policy. Let us not play semantics with it.

Mr. R. F. Johnston: The semantics of the matter mean that people are being caught with less income than you are saying they deserve.

Hon. Mr. Drea: That is not true. It is less income than they deserve on November 1, 1982. We set that out very categorically.

The person who was on permanently unemployable allowance and could not get the disabled category on November 1, 1981, is quite pleased with the progress. He is getting considerably more than he would have been getting had there been no change.

Mr. R. F. Johnston: Anyone who is getting half a piece of bread is happier when he starts to get three quarters of a piece of bread, and is glad to know that at some time in the future he is going to get the full piece of bread. But when he knows his neighbour has had that all the time—and now you are saying that there should not be a distinction between them—it is just funding, bucks, that is holding it up; that is the priority.

Hon. Mr. Drea: No, because we are not only eliminating the rates, we are changing the category. You will notice that the medical advisory board review, and some other reviews, are all to be done prior to November 1. There is a lot more to it than the funding.

It would have been very useless to put in funding and then have a very tight category for permanently unemployable. We would start all over again.

Mr. R. F. Johnston: I agree that would be illogical and that I would not want to see it. I do not see the difficulties, though, of dealing with the definitions.

At any rate, I guess I was just hoping that there might have been some means of assisting people during this interim period, knowing that in November things will be better for them, but at the moment they are not and basically they have no redress. Except, as you say—

Hon. Mr. Drea: But they do have a redress.

Mr. R. F. Johnston: —to make a present appeal under the old system.

God knows, for anyone who has tried to take that approach, the definition of "disabled" under your act, which you said is sophisticated, is to my mind that you have to be as close to dead as you could possibly be without being dead. Then, maybe, you will get some bucks.

My last question was on the matter of the replacement of board members, raised last session. What is the board policy, not regarding a natural term, but regarding the replacement of someone who is deemed to be inappropriate on the board?

What is the mechanism and procedure available to the chairman of the board to replace someone who may not be an appropriate member of that board for various reasons? My understanding was that there was going to be some discussion of procedures there, and I thought I ought to raise that.

Mr. Strauss: There is no discussion by the board, because since the appointment is not made by the chairman of the board, the replacement action would obviously not be taken by the chairman.

If the chairman found himself in great difficulty, I assume that it would not go unnoticed by the minister, since it would be obvious. I have not received any complaints, so it is really an academic issue.

Mr. R. F. Johnston: It is nonacademic.

Mr. Strauss: I assume my approach would be to let the minister know that I am having some difficulty, and at the appropriate time when that member might be up for reappointment, this might be taken into account.

I believe the statute is purposely phrased so as to safeguard the independence of the board; a member is appointed for three years and I guess there is not much else one can do about it. The law says they have to be appointed for three years. I suppose the cabinet can do something about it, but it really is not up to the chairman or the board to do so.

Mr. R. F. Johnston: In the past, the minister has said that his role in this is to recommend, but that he does not in fact make appointments.

Hon. Mr. Drea: I think that the chairman is a little bit modest. Let us take a hypothetical case, shall we?

Mr. R. F. Johnston: Yes.

Hon. Mr. Drea: Where the chairman becomes displeased about any type of conduct, for any number of valid reasons—whether it is in a hearing, in conjunction with board administra-

tive matters or whatever—he has one very instant remedy while he seeks out others.

The order in council appointment that puts a person on the board does not compel the chairman to assign him to any matters.

Mr. R. F. Johnston: That is what I was wondering.

4:40 p.m.

Hon. Mr. Drea: All right, that is point number one.

The chairman does not have to consult the minister at all times. If there is absenteeism, carelessness, or something within a hearing or on the outside that might cast doubt on the member's credibility or conduct, then he has the right not to assign the person to any matters. That is a tremendous penalty because you only receive income when you are assigned.

Let us say that is not sufficient. While it is quite true the order in council appointment and the statute are for three years, the executive council, upon the recommendation of the minister, has the right to terminate the order in council for good and proper reasons, just as it does any order in council.

If that were to occur, the person who had lost his livelihood by virtue of the termination by the executive council of the order in council has all kinds of remedies in the civil courts, just as he would against any employer. While it is not contained in the statute, there are obvious remedies.

There are some remedies in between: the matter could be discussed with the chairman and the person could voluntarily terminate. After the chairman's action, before the cabinet could act the chairman of the board would have to draw it to the attention of the minister, because there is no other vehicle to get it before the executive council. The matter could be discussed and the person would voluntarily terminate or, indeed, the person could voluntarily terminate without any consultation with anyone. You have people who resign because of illness, because of a transfer, for family responsibilities or for all kinds of things. The key test for cabinet or the executive council would be the question of the conduct expected of a member of such a tribunal.

Mr. McGuigan: I could tell you first-hand about the experience because Bill Stewart sent me a letter thanking me for my services. I was on one of the boards and I guess my policy and the board's policy were at variance. I would not agree to keep a certain important secret. It just

so happened my three-year term was nearly up so I did not have to go through the cabinet, but I got a letter thanking me for my services.

Hon. Mr. Drea: Yes, but in the case of the Social Assistance Review Board—

Mr. Kells: Nothing to do with your politics, Jim?

Mr. McGuigan: No, I was apolitical. I really was.

Hon. Mr. Drea: But in the case of the Social Assistance Review Board, there is a significant amount of difference because it is not an internal ministry board. It is not a creature of the ministry. The Canada Assistance Act requires that it sit independently of the ministry, although one of its duties is to advise the minister on the basis of what it has heard. It arrives at its decisions quite independently of the minister.

The problem with appointments is that they are not something on which the minister can give direction on any matter of internal discipline in the first instance. The request would have to come from the chairman of the board; the powers he or she had do not appear to be sufficient in the matter and, therefore, he or she wants to draw it to the attention of the executive council for the ultimate penalty. If it was an internal board, the minister does have the right to act or to tell the people they have to conform.

Mr. R. F. Johnston: I appreciate the explanation by the minister. That is exactly the kind of answer I want. I want to understand what the procedure is.

Hon. Mr. Drea: I think, as a career civil servant, he understands the process.

Mr. R. F. Johnston: I am very pleased to now understand it, myself. Thank you, Mr. Chairman.

Hon. Mr. Drea: It is not contained in the statute because it does not have to be.

Mr. R. F. Johnston: No, and that is why I wanted to have a clarification on it. I was not clear.

Hon. Mr. Drea: If there was no order in council, you would have some difficulty.

Mr. R. F. Johnston: If you were to check Hansard from last year, you would understand that in my view it was not an academic question but a specific one.

Mr. Chairman: Thank you, Mr. Johnston. Your questions were not exactly supplementary to Mr. McGuigan's. You have an inexhaustible source of questions, no doubt. That is meant as a compliment.

Mr. McGuigan, do you have any further questions to be addressed through the chairman?

Mr. McGuigan: No, I do not.

Mr. Chairman: Are there any further questions?

Mr. McGuigan: I have no ill will toward Bill Stewart. We are still good friends.

Mr. Chairman: Thank you, Mr. Strauss, for your assistance before this committee. If there are no further questions on item 10, Social Assistance Review Board, shall item 10 carry?

Item 10 agreed to.

On item 11, Experience '82:

Mr. Chairman: Are there any questions or comments?

Mr. R. F. Johnston: It says 668 students will find employment. How does that compare with last year?

Hon. Mr. Drea: There were 712 last year, but those 668 under Experience '82 are not under any facilities or directly-operated endeavours. They all have their summer programs.

Mr. R. F. Johnston: As well?

Hon. Mr. Drea: As well.

Mr. McDonald: Plus there are 58 funded under the Canadian National Institute for the Blind in the transfer payment amount of \$106,900.

Hon. Mr. Drea: That is ongoing with the institute for the blind and the rubella program. That is included, although it is listed separately.

Mr. R. F. Johnston: That is on top of the 668?

Hon. Mr. Drea: It is on top. Yes.

Mr. R. F. Johnston: Another 50 of those.

Hon. Mr. Drea: It is included in our dollar budget, although it is a specific program where very specific people are allocated.

Mr. R. F. Johnston: Do you have any idea how many summer employees are going to be in the institutional framework of the ministry this year as compared with last year?

Hon. Mr. Drea: Mr. Hunter, our personnel director is here. He might be able to give you an idea.

Mr. Hunter: I do not have the actual figures with me right now but we can provide those very easily. I could give you an approximate figure. It would be somewhere in the vicinity of 700 jobs in the regular student summer employment programs.

Mr. R. F. Johnston: How does that compare with last year?

Mr. Hunter: It would probably be a very similar figure to last year.

Mr. R. F. Johnston: Given the economic situation in the province this year, is there any reason why there was not an attempt to have a major increase in the number of students employed in the social service sector of the ministry?

Hon. Mr. Drea: No, we received our share of the funding.

Mr. R. F. Johnston: Did you ask for more?

Hon. Mr. Drea: No, because we knew what the allocation was and we received our fair share of it, plus the CNIB, rubella project, etc. I could just add that most of that goes to the transfer agencies. It is not direct. It is of great benefit to the transfer agencies because they are the ones who would not be hiring at all if we were not providing.

Mr. R. F. Johnston: I agree with that, but most of them are under a great deal of financial stress right at the moment for various kinds of reasons. It just struck me that at this time and with our economy, it would be useful to have more.

Hon. Mr. Drea: Yes, but I am paying them.

Mr. R. F. Johnston: All I was asking was whether or not you had asked for more.

4:50 p.m.

Hon. Mr. Drea: I think we received more than our fair share of the allotment. I would not like to say that too loudly.

Mr. R. F. Johnston: I will keep it quiet too.

Mr. Hunter: Mr. Chairman, I would just like to confirm what the minister has said, that in the Experience '82 program we were really quite fortunate in terms of the overall funding we received. It was very close to the funding for the previous year and we received more on our special request, so I think we were indeed fortunate.

Hon. Mr. Drea: The other thing that should be underlined is that each one of these jobs is a meaningful one. It is not just a case of, "Show up at nine o'clock and go home at five o'clock." We have tried to make them meaningful in two ways: meaningful to the agency or to the facility; and also to try to attract the best possible people to the private sector or the agency or the nonfacility field, as well as into the facility side.

Mr. R. F. Johnston: I expected that. I also expected you could find more meaningful jobs in the social services field.

Mr. Chairman: Any further questions, Mr. Johnston?

Mr. R. F. Johnston: No, that is fine.

Mr. Chairman: Thank you, Mr. Hunter. As there are no further questions, shall item 11 carry?

Item 11 agreed to.

Vote 3101 agreed to.

On vote 3102, adults' and children's services program; item 1, policy and program development:

Mr. R. F. Johnston: At what stage would you prefer to talk about the FBA transfer?

Mr. McDonald: Mr. Chairman, item 4, income maintenance; item 5, adults' social services; item 6, children's social services; and item 7, developmental services—adults and children; those four items could catch all the questions or discussions.

Mr. Chairman: Why do we not proceed then with the first three items?

Mr. McGuigan: I have some very general, overall questions that would apply just as well to the federal government as they do to this government.

How much control do you really have over all these programs because of the fact that so much of it goes out to outside policy groups and so much is in the hands of bureaucrats? It disturbs me a little bit that you cannot easily correct this. In that Elgin program, how much control does the minister have?

Hon. Mr. Drea: If you are into direct income maintenance, the Elgin program must conform to the Canada Assistance Act. If it does not conform to the Canada Assistance Act and if we continue to subsidize it, we lose all of our subsidy from the federal government, not just for Elgin county. That is audited by the federal government.

In terms of the direct operations, we can break down the transfer payments into two areas. Transferring to a municipality is not quite the same as transferring to a private agency. There are a large number of controls. We are auditing and the federal government is auditing us. There is a constant financial dialogue and a number of other situations when we are dealing with an established body like a municipality.

The concern about the amount of control comes from the tendency of all governments today to move out of directly operated programs and into funding nongovernment agencies to do work. As you know, the federal

government has found a great deal of difficulty in this area. I am not going to repeat past history.

Mr. McGuigan: The name starts with B.

Hon. Mr. Drea: Yes. I was one of the speakers at a meeting of all the auditors in Canada, from the Auditor General for the federal government right on down to the 10 provincial and the two territorial auditors and staffs. They had a two-or three-day conference here last year where Pat Reid and I were speakers.

The difficulty has been that the traditional methods of audit were to balance the books. If you have \$1 million, you have to account for how you physically spent the \$1 million. Those standards have been found wrong. There is a concept today by auditors and those who really want control. That includes the report of the former or the present head of the Toronto Dominion Bank, who produced the report for the federal government, the Lambert report.

Mr. McGuigan: He is the guy who said it was out of control or something.

Hon. Mr. Drea: Yes. I am very pleased with what we have done in this ministry. Except from auditors, I never get any credit.

To the best of my knowledge we now are the only ministry in government in any jurisdiction in Canada which has comprehensive auditing. In other words, we have the right to go in at any time to any agency that we fund to ensure that the quality of what they are doing conforms with what we are paying them for, not just that they have spent X number of thousands of dollars on their programs. In other words, the value received can now be judged.

As I say, we are the only such ministry. We passed the bill last fall that gives us the right to comprehensively audit.

That is a very good, in fact the only realistic, control mechanism when you are dealing with real third parties. When you are dealing with municipalities, as far as I am concerned you are dealing with government, although it may be of a different dimension.

When you are dealing with a private agency, they did have the right to say: "Get lost. You have provided us with X number of thousands of dollars for this program. As long as we spend it on this program, you really have no right to terminate it early." Under the legislation we have now, if the money is not obtaining the quality that was expected and described in the proposal, then we have the right to terminate. I think that is a very good control mechanism.

In addition and beyond that you have the measurement of control of the service plan in the children's aid societies which literally traces every client through. We will soon have it in the children's mental area. We have our own internal audit on the offender, which is directly operated by us. So I think in this area we have at least a start, because the comprehensive auditing has not yet begun, on a very real, effective and continuing control mechanism.

Mr. McGuigan: Are those internal audits you speak of available to the critics or to the public? Are they presented once a year or are they just internal documents?

Hon. Mr. Drea: We are talking about two different things here. The internal audit is the traditional audit within the ministry and it is still going to continue. The comprehensive auditing goes to the Provincial Auditor.

In essence, when we changed the Audit Act, the Provincial Auditor received the authority to do comprehensive auditing. Before then, he did not have any rights into agencies, commissions and so forth. You will also notice the different tenor in the Provincial Auditor's reports. He is not just questioning where did \$1,000 go, he is questioning the quality, the validity of contracts and also the conduct of employees.

5 p.m.

What we have done as a ministry to complement his rights in transfer agencies, because the Provincial Auditor has no right to go outside of the government or crown agencies, is exactly the same thing and the mechanism is exactly back through to him on that one.

In addition, we also have to have, as government, our regular conventional internal audits which may or may not be of any interest to the Provincial Auditor. Just as you would in a company, you have your own internal audits and then you bring in somebody at the end of the year who does your final auditing. Your internal audits may be of no significance to them or they may shed a great deal of light and they will make comments.

Mr. McGuigan: In our role as critics in opposition parties, our only access would be through the Provincial Auditor then?

Hon. Mr. Drea: On comprehensive auditing?

Mr. McGuigan: Yes.

Hon. Mr. Drea: Not unless there was a situation which developed where we were not getting quality because we would announce we were terminating the program with a nongov-

ernment agency because of the following set of facts, and we would make that very public.

Of course, the critic would have the right to all of the data on which we came to that decision. If you are talking about in the normal course of seeing if there is quality, you get it from the Provincial Auditor, because if there is quality you do not hear about it, it does not get in the book. It is the points on lack of quality or some other things that the Provincial Auditor puts in his book.

Being intimately acquainted with Provincial Auditor's operations, the way the system works is—and we are talking about comprehensive auditing—that after his auditors are in a preliminary report is filed with the deputy minister for comments because they want to make sure they are correct. The deputy minister replies to the Provincial Auditor on the basis of that preliminary finding. On the basing of that preliminary finding and the reply, the Provincial Auditor then does his final report, which goes in the book.

You will notice in the book they will say occasionally they have found a situation and when it was directed to the ministry, the matter has now been corrected, but they still want to draw attention to the fact that there was this matter.

As I say, we did it because there is no other way. I want to make it very plain that no private agency ever refused us.

Mr. McGuigan: But they could.

Hon. Mr. Drea: We had no authority to say, "We want to examine the quality of a program from a measurement of value as against the dollar." We had no right to do that; now we do and everybody knows we do. Those are the terms and conditions under which they operate.

Mr. McGuigan: That covers the audit side of it. I have not anything specific on your ministry, I am thinking really more of the Ministry of Health where there are all these advisory boards which tend to get infiltrated by the doctors and so on and you get vested interests making policy instead of neutral policy advisers. I wonder how our government systems are functioning. They are not getting out of hand with those sorts of things, are they?

Hon. Mr. Drea: We do not have many formal advisory groups in this ministry, so it is not quite comparable to perhaps Health, and I am not familiar with how many advisory boards there are or what their real function is with the Ministry of Health.

We have three advisory boards. There is the medical advisory board, which we have discussed and which has very specific duties. We have the training school advisory board, which really operates as a parole and supervisory situation over training schools and people sentenced, because we do not have parole or that type of thing in the juvenile system as you do in the adult. Then you have the children's services review board, because we license children's services. If we deny a licence or we cancel a licence, that is the board you go to.

Mr. McGuigan: Would it be a children's aid society?

Hon. Mr. Drea: No. We license a group home. The children's aid societies may directly operate or they may just purchase service; it may be an independent operator. We may say it no longer meets our standards and that is it. The person has the right to go to that board and say, "That was a very unfair judgement." That board has the right to reinstate the licence because it is a livelihood.

Second, every children's mental health centre has to be licensed by the province. It is almost the same as a nursing home. You cannot be an extended care facility until you receive the Ministry of Health licence. You cannot be a children's mental health centre without a licence from the minister. Once again, if you are refused, suspended, terminated, you have the right to go there.

There have been instances in a group home area—I think you have read about one of them, where the minister has said, "I am not going to have one of those." It is technically true; they have the right to go there. In essence, one deals with the licensing of specific children's facilities, not a CAS, and the other one deals with juvenile corrections. In other words, if you want to release someone from a crown wardship and there is some concern about it, it goes there. They also inspect and supervise the training schools.

The third one is the medical advisory board which deals with medical disabilities under income maintenance.

That is all we have formally. We have some other arrangements. We have some very intimate relationships with the Ontario Association for the Mentally Retarded and with their various district working groups, but not on a rigid, formal—

Mr. McGuigan: Everyone has people they consult.

Hon. Mr. Drea: Yes.

Mr. McGuigan: What you are saying then is the overall policy is your own plus the cabinet, plus your caucus, plus your senior staff.

Hon. Mr. Drea: Yes.

Mr. McGuigan: In conjunction with federal—

Hon. Mr. Drea: If we are dealing with social assistance, it is within the parameters of the Canada Assistance Act or approval of the federal government. That is about it. We must take direction from the Social Assistance Review Board. If they order someone to pay, that must be paid.

Mr. McGuigan: That is a concern I have about governments, and not just this government. Not that I am a judge or anything, but we see we are going in some directions and wonder who the hell is in charge, how we ever got here and so on.

Hon. Mr. Drea: I do not know, Mr. McGuigan. A lot of times when people ask that and they find out I am in charge, they are not very happy.

Mr. McGuigan: As long as we know there is someone willing to accept being in charge, that is helpful.

Mr. R. F. Johnston: Just having someone in charge is a low standard. We have to go for more than that.

Hon. Mr. Drea: I think it is very fair to say that in any ministry I have been involved with, the world knows who runs the ministry.

Mr. Chairman: Are there any further questions on item 1?

Mr. R. F. Johnston: Yes.

Mr. Chairman: I should not solicit questions.

Mr. R. F. Johnston: I was going to ask one anyhow.

Mr. Chairman: I just point out the various project descriptions of the research and demonstration grants are under this item and I would not want to go back after we—

5:10 p.m.

Mr. R. F. Johnston: Exactly. When you called the item initially, I was not sure of that, and it is on the matter of the various projects that I wanted some information. Most of it is just to be taken under advisement, and one of the points under the budget line is that you have a further number of projects under consideration for this year. I would be interested in having those tabled as they are approved.

Is it possible, when you make decisions on some of these research projects you are going to get involved in, to be able to know about that?

Hon. Mr. Drea: We usually announce them.

Mr. R. F. Johnston: You do?

Hon. Mr. Drea: Oh, yes. No one pays terribly much attention to them, but we usually announce them.

Mr. R. F. Johnston: I am having real trouble today with the internal mail system here, there is no doubt. Have you any idea when the evaluation of the Ongwanada Hospital prevention project will be available?

Hon. Mr. Drea: Is that not the one I referred to in the opening statement? We said it was scheduled for June. Is that the Ongwanada Hospital?

Mr. R. F. Johnston: I am sorry. Yes, that is the prevention model.

Hon. Mr. Drea: When it will be public, it will be available, and then it has to be shared by a large number of people, both the parents and—

Mr. R. F. Johnston: So it will be more than 30 days before I get to see if any of that kind of—

Hon. Mr. Drea: Oh, I don't know. Why would you want to see it?

Mr. R. F. Johnston: I would just be interested. It is an evaluation of a prevention model, which I would be interested in.

Hon. Mr. Drea: Well, then I think we are talking about something else. I thought you meant the whole study of the Ongwanada Hospital itself.

Mr. Barnes: This is a specific research project.

Mr. R. F. Johnston: It was this specific research project that I was interested in.

Hon. Mr. Drea: Perhaps Mr. Barnes or somebody could tell you about it.

Mr. Barnes: No, I am afraid I do not know, but we can find out.

Hon. Mr. Drea: I thought you meant the general Ongwanada study.

Mr. R. F. Johnston: The other thing is I know that your ministry does not have overall responsibility for the study of native people in an urban setting that is going on, but you have had a continuing involvement. It is now into—is it the second year of funding or the third?

Mr. McDonald: Year two of the funding.

Mr. R. F. Johnston: Do you have any idea how that is progressing? I have heard nothing about

it now for quite some time, and I was just wondering if you have any idea how that one is going through.

Mr. McDonald: I cannot recall specifically. The last meeting we had was about seven weeks ago, but we could endeavour to get an update before the end of the estimates, so I shall let you know exactly what the status is.

It is in the Era 2 status now. The Era 1 report is in the process of being finalized. The local Indian bands and groups are working on that on the basis that Era 2 will get off the ground pretty well this summer. I cannot remember the specific details, but we could get you a one- or two-pager and let you know exactly where it is at.

Mr. R. F. Johnston: Very good.

The other one in which I have a particular personal interest is the Queen's University study on dysfunctional brain syndrome. I know it is early in its proceedings; as I recall it is only the second year of the grant on that. If there is any update on that, more than the note we have as a description, I would appreciate knowing.

Mr. Barnes: We let you have the terms of reference, I think, last time.

Mr. R. F. Johnston: Yes, I have that. I presume it is too early to get much of a response on that.

Hon. Mr. Drea: It is the geriatric study?

Mr. R. F. Johnston: Yes.

That was all on those matters.

Hon. Mr. Drea: I do not think we expect that this year, do we?

Mr. Barnes: No, I think it is the end of the year that we will be getting a report again, but it will be the beginning of next year Canada-wise.

Hon. Mr. Drea: It is a clinical study over a period of time.

Mr. R. F. Johnston: I have just been doing a lot of reading recently on it, and some recent American studies in some medical journals. I was therefore just interested to know what its status was.

Hon. Mr. Drea: I had quite a discussion with one of the senior participants in that last year, and I think it will be somewhat more specific than some of the American ones, because of the nature of the work they are doing and the clientele they have available.

Mr. R. F. Johnston: The terms of reference are really good, in my view, and it could provide some really interesting additional information to that whole phenomenon.

Hon. Mr. Drea: It would only be the beginning.

Mr. Chairman: If I have the permission of the committee members to ask one simple question—

Mr. R. F. Johnston: A complicated one, if you have it.

Mr. Chairman: It is extremely simple. This is related to the work the committee will be doing in the last two weeks of July on interfamily and intrafamily violence.

There is a statement the ministry has plans, or that plans are under way, to initiate research on the family in Ontario. I wondered whether such plans will result in anything substantial, either this summer or perhaps in the fall.

Hon. Mr. Drea: No, that was a long-range, highly esoteric viewpoint of the family, which I doubt will be going forward.

Mr. Chairman: It will not be going forward?

Hon. Mr. Drea: Not in the way it was originally envisaged. There are some other areas we would like to look at. I do not think it would have been of much benefit to the committee in the particular work it was doing.

You are dealing with a very specific area that really affects only a minority, although a quite significant one. You are dealing in extremely specific areas, and this was originally conceived as a very general, all-inclusive project. In any event, it will not be going forward as originally envisaged.

Mr. Kells: Mr. Chairman, in the same vein, I had a chat with Richard and expressed a concern. I think he agrees with me in general terms.

Prior to our hearings in July, I would like to see an all-purpose statement, if you will, issued from this committee. In view of the publicity and the way the report was received in the House of Commons in Ottawa, I would just like something that says we are very seriously going to be looking at this problem. I am not trying to play this down.

I do not want to call it a motherhood statement. I want something better than that; a very distinct strong statement of what we are about. I would ask that possibly you, as chairman, give us a draft, so all members of the committee could take a look at it. We could maybe work on it a bit, add our own suggestions, and come up with something very succinct about what we are about in July.

Maybe I have a fear that is unfounded, but I would not want anything to appear wishy-washy. I should like something very succinct about that subject matter. We talked for about

three minutes, so we have not been into this in any detail, but I think he concurs that it is a very serious subject. I should like to see something very serious said about it prior to the hearings.

Mr. Chairman: Mr. Kells, you are addressing this concern to me as the chairman of this committee. I do not know whether it is appropriate under a discussion of the estimates, but we did spend three days—

Mr. Kells: You sneaked one question in and I thought I would too.

Mr. Chairman: I see.

We spent three days in committee, looking at the mandate of the hearings we would be setting up. I think it would have been appropriate then, or at least at the beginning of the meetings in July. There is a subcommittee that is being struck to draft something, and I do not want to—

Mr. Kells: Maybe it can be a one-page summary of your mandate.

Mr. Chairman: I think you are most welcome to meet with the subcommittee and draft it.

Hon. Mr. Drea: Mr. Chairman, this might be of assistance to you and might alleviate Mr. Kells' concern—I do this with some trepidation because I do not like to interfere with activities of a committee.

I would perhaps commend the study of certain dialogues between Mr. Mackenzie and myself on the night of my supplementary estimates, where the subject was discussed rather fully in the Legislature, although not as comprehensively as I understand you are doing it. But a review of that particular dialogue might alleviate the concerns Mr. Kells has raised.

5:20 p.m.

Mr. Kells: I do not really have a concern that we are about anything we should not be about.

Hon. Mr. Drea: No, but I think you will find the dialogue between Mr. Mackenzie and me interesting. He broached the subject and asked for replies. The dialogue went on for some time and touched on a great many aspects pro and con which obviously escaped some of the members of the House of Commons. That might be the particular vehicle you or others on the committee are looking at. That was prior to any discussion by this committee or any other committee, of the subject matter.

Mr. Kells: I was looking for a statement.

Hon. Mr. Drea: If you cannot draft one out of that, you cannot draft one out of anything.

Mr. Kells: I do not mind drafting one out of the Drealogue at all, but I just thought I would be very courteous and ask the chairman if he wanted to issue one.

Hon. Mr. Drea: I was trying to persuade him.

Mr. Kells: I got the message.

Hon. Mr. Drea: Not much research had to be done.

Mr. R. F. Johnston: I should like to offer a practical suggestion. There is a small steering group that is supposed to meet close to the end of these estimates to come back with terms of reference to the general committee. I think we will take that under advisement, try to have something to present to the committee and, if possible, circulate it in advance. We can read the exchange between the minister and Mr. Mackenzie.

Mr. Chairman: We certainly would welcome your comments and your presence at this subcommittee.

Mr. R. F. Johnston: It perhaps will shed some light.

Mr. Kells: Having asked me so nicely, I certainly will do it.

Mr. Chairman: Thank you, Mr. Kells.

Mr. McGuigan: I would just like to comment that I really do not see the need of it. Surely with the insanity that happened in Ottawa, it would be a warning not to take this serious situation too lightly. Surely we do not want to write a report before we have done our investigation.

I was not present for the exchange the minister is talking about, but I gather it was a very serious one. Knowing those two gentlemen, both of them would not deal too lightly with the matter.

Mr. Chairman: I am sure the committee will proceed cautiously before issuing a report following the two-week hearings, or there may be more hearings following those in July, as we have seen the scope and vastness of the problem.

Are there any more questions on the first item of the second vote?

Mr. McGuigan: I have a matter to raise, Mr. Chairman. I suppose it is a question in a way. It flows out of my experience with a nursing home in Ridgetown. Small communities are losing their nursing homes because of the economy of scale and moving to large cities. I am acquainted with what is happening in Peel.

I have a letter, directed to the Ministry of Health, but it does touch a great deal on social

services here. I would like to read it into the record. It is just two-and-a-half pages.

Mr. Chairman: I just wondered whether or not it would be more appropriate under item 5, adult social services.

Hon. Mr. Drea: Do you want to read it now?

Mr. McGuigan: When do we quit?

Mr. Chairman: At six o'clock.

Mr. Chairman: How long is your letter?

Mr. McGuigan: Two-and-a-half pages.

Mr. Chairman: I thought it was two-and-a-half hours of reading.

Mr. McGuigan: People are running out of steam, so perhaps it would be a good time to get it on to the record. It is from the Peel Nonprofit Housing Corp., November 27, 1981, and is to Mr. A. E. Boehm, director, institutional operations branch, 7 Overlea Blvd., third floor, Toronto, Ontario, M4H 1A8.

"Dear Sir:

"On behalf of the president and board of directors of the Peel Nonprofit Housing Corp. and the chairman and members of council of the regional municipality of Peel, I am pleased to submit the enclosed proposal to the Ontario Minister of Health in respect of nursing home proposal NHB 012 issued by the ministry on October 16, 1981.

"We have carefully reviewed the ministry's tender guidelines and note in particular the criteria for the evaluation of the proposals which we feel have been successfully met in this proposal. The proposal is submitted by the Peel Nonprofit Housing Corp. as owner and licensee, in conjunction with the regional municipality of Peel, which will operate the nursing home within the organizational structure of the department of social services through its senior citizens division.

"You will note in the proposal that the Peel Nonprofit Housing Corp. is an agency of the region of Peel. The corporation has an extensive development program, presently managing 595 rental housing units, with 473 more units under construction and an additional 940 units planned for 1982.

"One of the major objectives of the housing corporation is the provision of accommodation, backed up with a network of community and home support services to families, senior citizens and handicapped persons. The department of social services of the region of Peel is responsible for the operation of the region's two homes for the aged, Sheridan Villa and Peel

Manor, and a satellite home for the aged, the Pines. In the appendix document we have provided a copy of the recently published booklet on the region's homes entitled *Living in Comfort, Living in Dignity*.

"In addition to providing basic care accommodation, the department of social services has developed an enhanced program of medical care, including dental, podiatry, audiology and eye care, as well as a wide range of recreational, cultural, educational and fitness activities for residents. Furthermore, Peel's approach has been to involve residents and members of the community in each of its homes through such programs as a residents' council and an active volunteer network.

"For seniors who with some assistance can live independently within the community, the department of social services administers and co-ordinates a wide range of services through the community support team. Service programs include visiting homemaker, meals on wheels, home management, nutrition instructions, family visiting, home renovations and maintenance and repair services. A combination of the above provides a clear indication of Peel's capability in respect of the development and operation of a proposed nursing home within the context of a continuum of care program philosophy.

"The management structure of the Peel Nonprofit Housing Corp. in the region of Peel consists of a highly competent team of individuals and systems which will provide effective administration of the home. The position of commissioner is the senior management role which maintains responsibility for the home and reports to the board of Peel Nonprofit Housing Corp. and the region of Peel council.

"You will note in the submission that the corporation proposes not only a high quality of care but also the provision of heavy nursing care. Our commitment is evidenced in the staffing structure, which exceeds requirements in the normal practice for nursing homes.

"On November 26, 1981, the council of the region of Peel and the directors of the Peel Nonprofit Housing Corp. approved a financial package which ensures the viability of the nursing home. In addition to a significant capital grant in excess of \$1.1 million, the region of Peel is undertaking to absorb any operating deficits which may be incurred during the initial years. This commitment from the council of the region of Peel demonstrates the desire to serve the needs of the central Peel area.

"Finally, this unique proposal for 55 nursing

beds and 20 special care beds most certainly reflects the needs of the Caledon community and the Bolton area. The concept has received positive support by many individuals throughout the central Peel area who have expressed concern over the closing of one of the two present facilities in the Bolton area.

"Mr. Peter Smith, director of housing, and myself are available at your convenience to provide any additional information.

"Yours truly, James Crozier, commissioner of social services and housing for the region of Peel."

As a matter of information, the proposed 55 beds have been withdrawn for some other reason which I am not intending to go into now. The point of reading the letter was the idea of the sort of one-stop shopping centre for health and social services. It seems to be a fairly unique situation in that Mr. Crozier is now a commissioner of social services. I do not think you have many of these in the province. I think this is a unique position.

I am wondering if the minister would comment on how well this program works at present.

Hon. Mr. Drea: First of all, under the current jurisdictional lines, it was solely the prerogative of the Ministry of Health because it obviously is an extended care facility and higher extended care. From a ministry point of view, I suppose we could bask in the reflection that Mr. Crozier thinks the two homes for the aged, which are under our jurisdiction, and the satellite home, which once again is under our jurisdiction, are more than satisfactory.

5:30 p.m.

We have a problem out there, Mr. McGuigan, and I do not think it will be news to anybody. The problem revolves around the fact that there has to be a better co-ordination of bed care—and I choose that word deliberately—for the elderly population.

I do not think it can go on much longer with a split jurisdiction. We have, at a ceiling, 60 per cent of the homes for the aged beds for extended care, 40 per cent of them for residential and residential care. This type of care, as we know it, is very fast disappearing. That is why the Ministry of Health and ourselves are engaged in a joint study of the problem.

I want to share with you just a couple of thoughts. Let us forget about the level of care, let us talk about some finances. With an extended care facility there is no capital requirement by

the municipality or by the province or, indeed, by any charitable group. How you arrange your capital is your problem. In the homes for the aged either the municipality contributes 50 per cent or the charitable foundation provides 50 per cent and the provincial government through my ministry provides the other.

What is happening out there is that up until now there was obviously an advantage to anybody who was arranging his own capital rather than having to get into a provincial or municipal allocation. Now we are on the verge of it being much better to be involved in either type of capitalization because of interest rates. When the mortgages are renewed—and many of them will be renewed on extended care facilities next year—there will be a very rapid escalation of costs, because when many of the new ones were started—

Mr. McGuigan: At eight and 10 per cent.

Hon. Mr. Drea: Yes, and they are going to 18 per cent. The cost per bed of that interest spread over a 10-year period, since those are commercial mortgages, is going to be very significant. At the same time, the requirements for bed care underneath active treatment care in hospitals is going to be very significant. That is why we have embarked on the particular study.

I think that when the Minister of Health is in his estimates he may want to comment on his situation, but I do know in my own situation that the ability of private charitable groups to raise the kind of capital required in today's market is becoming almost absolutely impossible. In fact, realistically, it has disappeared, unless there is an endowment or some unusual circumstance that has been there for some years, and even then it is very difficult to raise additional funds, particularly because of the interest rate.

Municipalities or counties—whoever is operating homes for the aged—are now finding it difficult to raise that kind of capital, again because of their ceilings, and also because of the cost. As I say, the private sector is now taking a very real look at 18 and 18.5 per cent. You are quite right; you see the disappearance of smaller homes.

Realistically, I guess we are into a viability concept. We will not look in this ministry at anything under 120 beds for any type of facility because otherwise it is just not viable. In chronic care, the Ministry of Health does not want to look at anything new under 120 beds or down to around 100 beds.

Mr. McGuigan: We are talking about 60 beds, according to newspaper stories and a commonly held view in the nursing home industry, as the minimum size nursing home. There are many smaller homes but they are gradually being forced to sell by the Ministry of Health. The net result is that the beds move to larger homes in the larger centres. It may make economical sense but it makes terrible social sense for the residents and their friends and relatives.

Hon. Mr. Drea: I do not know what their scale is on the other one. We are coming together on a study to decide to rationalize a system which up until now has been one of evolvement, because neither one of us can chart an independent course in isolation of the other. I do not care if the interest rates drop to 9.5 per cent tomorrow, which they are not likely to, or 9.5 per cent within two or three years, and they are not likely to do that, either. There has to be a better utilization of resources for bed care.

It is very interesting that at the municipal level more and more of this activity is not in isolation any more, but is being co-ordinated as a social service. That is exactly the point you made about Mr. Crozier's role in social service and housing and the one-stop shopping. There are areas of innovation there where we can take advantage of things, because what has really happened is that housing has taken the place of residential care. The senior citizen's apartment, the senior citizens' complex, etc., has superseded residential care. So we are faced with things from housing to bed care. That is what the Ministry of Health and this ministry have to really look at.

Mr. McGuigan: There are really three ministries. There is also the Ministry of Municipal Affairs and Housing.

Hon. Mr. Drea: Yes, except the Ministry of Municipal Affairs and Housing is in control of its own destiny. Without either one of us, it can put up a senior citizens' complex which will meet residential needs. They do not want to; they are looking farther ahead. But they really are in control of their own destiny, whereas both the Ministry of Health and ourselves are not.

Mr. McDonald: To add to that, in the non-profit program referred to in the letter, where the federal government finances the write-down of mortgage rates, there have been conversations going on in the marketplace to have private sector and government agencies—being municipal—join together to make joint projects so that the municipality would not have to put

up the capital for the nursing home or extended care part of the facility, but still could go ahead with the senior citizens' high-rise individual buildings.

Mr. R. F. Johnston: On a profit-making basis?

Mr. McDonald: They would separate the process. It is quite feasible in that if a nursing home call was put out in Toronto for 120 beds, using a hypothetical instance, someone could come and indicate he wished to participate in that as a private sector person. At the same time, the federal and provincial governments are soliciting municipalities to provide senior citizens' residential accommodation in the downtown core of Toronto.

There is a possibility that they could join together on a piece of property with a day care centre, condominiumizing the facility so that a municipality, such as Toronto, could own the high-rise senior citizens' complex, the nursing home could own the nursing home and the kitchen facility could be the meals-on-wheels facility producing 500 meals instead of 120 meals per supper and they could be pushed out into the community.

They are having conversations about that.

Mr. R. F. Johnston: So we can guarantee the continued profitability of Extendicare.

Mr. McDonald: No, I do not think so.

Mr. R. F. Johnston: It is not producing the dividends on the market it did for the first few years.

Mr. McDonald: I do not think that was the conversation that was put out. It was that the Ministry of Health was asking for extended care facilities and the federal and provincial government was asking for residential, subsidized nonprofit. It was a question of whether there was a way in which to have that facility on a certain block and augment the senior citizens' longevity of continuum of care. I really do not think the mode of the municipal jurisdiction was to make a profit for a nursing home facility.

Mr. McGuigan: The concept of a condominium.

Mr. McDonald: That is a wrinkle because I came from the Ministry of Housing before and that would be the only way you might be able to do that unless you adjusted the situation. There are several facilities in Ontario where different jurisdictions own property adjacent to each other, in which there is a nursing home, recreation and a senior citizens' accommodation. It works reasonably well. This is only another

wrinkle in order to facilitate these in one piece of property.

5:40 p.m.

It could very well be an old age home and a high-rise senior citizens' apartment, but it was to put into one area a group of services that would be used by seniors, no matter what capacity they were in. That is not unsimilar to what Mr. Crozier is starting to allude to in his solicitation for 55 beds.

However, in operating a nursing home in a local jurisdiction, Mr. Crozier would find with 55 beds that with the cost factors, if there was not a municipality behind the financing of that, it would be very difficult for him to make that pay or break even over the longer term if he had to pay the debt on the capital for that facility.

Mr. R. F. Johnston: It might actually slow down privatization.

Mr. McGuigan: In some of these cases they are willing to do that. I can show you an article in the Toronto Star recently where they used the word "kidnapped."

Mr. McDonald: Yes, I saw that.

Mr. McGuigan: I just wanted to bring this concept to you. I am very pleased to hear you are looking at it and studying it. All of us recognize that people do not fit into these neat little packages any more. They blend from one package to the other.

Hon. Mr. Drea: Yes. One of the other interesting areas is that every group you meet with does not understand the funding for the other ones. I spent my first half hour explaining that there is a fundamental difference in the funding, which I am fascinated with. I would have thought that people who were interested in the area would have looked into that particular phase.

Mr. Chairman: Mr. Johnston, I have seen your files of correspondence related to concerns in this ministry. With all due respect to Mr. McGuigan, I just hope you will not start reading all of it.

Mr. R. F. Johnston: I promise I won't.

Mr. Chairman: Unless you want to kill time for the next 20 minutes.

Mr. R. F. Johnston: I do not need to kill time. We have already killed five hours in trying to get a committee going. I have a limited enough time as it is to deal with the things I would like to in the ministry.

However, I am not sure what our line item is at the moment.

Mr. Chairman: We are on the first item.

Hon. Mr. Drea: Why don't you ask questions then?

Mr. R. F. Johnston: With all due respect, what we have just been dealing with is not included in that line item.

Mr. Chairman: Why do we not carry the first three items?

Mr. R. F. Johnston: I would not mind discussing the whole matter of funding for homes for the aged, nursing homes and all that kind of thing.

Hon. Mr. Drea: Do you want to do it now?

Mr. R. F. Johnston: I think it might be wise to try to do that and wrap it up in 20 minutes because income maintenance will not be disposed of in 20 minutes, as far as I am concerned. I am sorry, Mr. Alfieri, I know you were hoping we might get it done. But rather than jumping back and forth—

Hon. Mr. Drea: Oh, no, I want a couple of hours with you on income maintenance—at least a couple of hours.

Mr. Chairman: Why do we not proceed with the first three items, program administration and field administration? I do not think there is anything there that we need to question.

Mr. R. F. Johnston: It is just that we have opened up a field of extreme interest to me which is another line item. How many hours do we have left after today?

Mr. Chairman: About five hours.

Mr. R. F. Johnston: We have not dealt with children's services or income maintenance.

Mr. Chairman: Five and a half hours. Why do we not carry the first and second item on vote 3102 and then proceed with the field administration line?

Hon. Mr. Drea: If you want to go to homes for the aged, why not do it now? You can carry the votes on Monday.

Mr. R. F. Johnston: That is what I would prefer to do.

Mr. Chairman: Is that the wish of the committee?

Mr. R. F. Johnston: Yes. Then we can come back to income maintenance. Do you have the staff here that can deal with this?

Hon. Mr. Drea: How specific are you going to be?

Mr. R. F. Johnston: I want to get down to the old standards of care and homes for the aged and the things I mentioned as we started off the estimates, in terms of what is happening in the demography of homes for the aged, the different levels of care—

Hon. Mr. Drea: I think we can handle it here.

Mr. R. F. Johnston: Good. Let's do that.

Mr. Chairman: So we are going into item 4, income maintenance?

Mr. R. F. Johnston: No, we are jumping ahead into adults' social services.

Hon. Mr. Drea: Item 5, adults' social services. We are going to discuss it within the ambit of policy.

Mr. R. F. Johnston: Exactly. I promise not to come back to it when we get to the that stage.

Hon. Mr. Drea: Do whatever you want.

Mr. R. F. Johnston: No. With five hours, we have too much to cover.

Hon. Mr. Drea: My friend, I am the most accommodating minister you will ever deal with.

Mr. R. F. Johnston: I will get my tongue out of my cheek for a second. Here we are.

Mr. Chairman: I must compliment you, Mr. Minister and Mr. Johnston, following the initial beginnings of the estimates where you were quite emotional in some of your concerns.

Mr. R. F. Johnston: I probably will be again.

Mr. Chairman: We are all flattered by the fact you are so rational and cool and well controlled.

Mr. R. F. Johnston: Even when I am emotional, I am rational, Mr. Chairman.

Hon. Mr. Drea: I must remember that one. That may be a very costly aside.

Mr. Chairman: What? Have I opened up a can of worms?

Mr. R. F. Johnston: God only knows. I guess it is kind of provocative. I am not sure.

I want to deal with some of the concepts that are dealt with in the Medicus report and in the report, Accommodating Niagara, which is done in terms of the study of the Niagara homes and the implications they have for the future of homes for the aged.

I am pleased capital expenditure is finally being made available to homes for the aged. We are going to spend \$40 million or so over the next number of years. If one looks back over the expenditures in capital terms in the last five or six years, one does not see large sums of money—1978-1979, \$911,000; 1979-1980, \$6-

10,000. I am talking now about homes for the aged, not the charitables. For 1980-1981, the estimate was \$900,000. Part of our problems in terms of catchup now, in terms of beds, comes from a lack of capital expenditure and adapting our homes and building new spaces during the mid to late 1970s.

The interesting thing about the Medicus report and also about the Niagara study, in my view, is that it confirms the suspicion that the clientele for the homes for the aged has changed dramatically. The level of care being given there now—I have never had any difficulty with the quality of care given in our homes for the aged—is much heavier now, on average, than it has been in the past. Whether you take the Medicus report, which lays down a new notion of heavy care, rather than straight separation between residential care, and then the move to extendicare in terms of funding formula—

Hon. Mr. Drea: It is not a new notion.

Mr. R. F. Johnston: It is not recognized yet in terms of funding, let me put it that way.

Hon. Mr. Drea: All right.

Mr. R. F. Johnston: I think the implications in terms of staffing indicate there should be a reflection in funding of this range of care they are talking about. It indicates we have moved dramatically from the days when 50 per cent or more of the people in the home were solely residential care and needed very little in the way of assistance, to the position now where the average person in the home needs a range of care which is heavier than that. Therefore, they presumed that in Metro there was a need for a substantial number of extra nursing hours and bodies, something to the effect of 132.5 medical care assistants to—

Interjection: Nursing care.

Mr. R. F. Johnston: Nursing care to the people in existing homes. There is quite a dramatic increase. Their other comment which I found interesting—and I agree this is taking into account there is a Greenacres here, which you do not have the equivalent of elsewhere—

Hon. Mr. Drea: It is a little bit more than Greenacres. It is a system you do not have elsewhere.

Mr. R. F. Johnston: Right. I agree with that, but I will then come to the Niagara experiment, which indicates not dissimilar findings, in my view, in terms of the level of care in the homes for the aged, as compared with the nursing

homes, in terms of what is being expected of the homes and the quality of care.

At any rate, in the Medicus report they indicate only 30 per cent of the residents in the seven municipally operated homes have programs appropriate to their level-of-care needs, which indicates a problem, a separation between the reality of what is available in the home, the way it is funded and the provision of care, and the reality of who is there at the moment. Add to that the fact that nursing homes increasingly in Metro, and I believe elsewhere, are reluctant to take a lot of heavier care residents and there seems to be, if not a dumping, an untoward percentage or number of people requiring heavier care in the nursing homes.

5:50 p.m.

Some of the findings in the report, Accommodating Niagara, are fairly interesting in terms of the numbers of people. Table 12 indicates, "isolating our homes and charitable institutions, there was a total of 386 heavy extended care, of which 302 are in our homes, as compared with the charitables," showing again, if you look at the total demographics, that the charitables are not taking as great a number of heavier care residents in general, although individual homes may be, as are municipal homes for the aged.

Hon. Mr. Drea: I think there is a reason for that, a social reason. I think you are making some generalities. There should be a reckoning point in here. The charitable home quite often feels it has an obligation to a particular target group. Its target group is much larger in terms of area than the local area may be.

Let us take a particular hypothetical example. If it is a charitable home operated by a religious persuasion, they feel that they were set up primarily to handle people of that persuasion and therefore, because they are in a larger area, they tend to get more residentials. Granted the market is decreasing, their target group is there, whereas the municipal home, which does not have that specific target group and is not looking for it or searching it, quite often runs into the extended care proposition. If it is a choice between you as an extended care, or even a light extended care, and a pure residential case that is of their persuasion or of their target group, the preference goes to the other one, not to you.

That is something that has to be reckoned with. It is not their inadequacy or what they want to do, but they still feel that they were set up for a specific purpose, endowed for a specific

purpose, and they do have obligations to that. They can see the end of those obligations coming somewhere in the future because there will not be enough of a market, but at the moment they cannot.

Mr. R. F. Johnston: I accept the basic premise of what you are saying. I also wonder, and I am not sure I have seen any definitive data on this, if they maintain as many people in the home who need heavier care from their client group, their target group, as you might expect, or whether maybe some of those people are not transferred into municipal homes as they get to require heavier care. I would be interested in knowing that because I have seen no studies that definitively deal with that.

Hon. Mr. Drea: I have never heard a thing from the municipalities that that was occurring. I think if it was occurring on other than a humanitarian base or some specialized need, the municipalities would have been concerned.

Mr. R. F. Johnston: I am not really concerned about the cause at the moment. As I said, I accept your primary rationale for why the charitables are like that, but the fact is that the homes for the aged municipally are now bearing the brunt of the heavier care population.

Mr. McDonald: I think the municipal homes have a lot of residential people at a younger age and those people, for medical reasons, have lived longer and therefore it is beginning to catch up with itself. What we are trying to find out is if these old adages are valid, that nursing homes take less sick people than old age homes, etc. When one talks about a level of care, say one and a half hours per day, then what is heavy care, and when does it come into effect?

Our study, that we are going on with Health and ourselves, is to really determine what is the level of care, what is medical, what is general care and should we have a one and a half hours' range and three quarters of an hour in increment, going up to three and three quarters of an hour per day, etc.

Every time I talk to a municipal operator he says the nursing home fellow does not take the heavy load, and every time I talk to the nursing home people they say, "Yes, we do. Come and look at us." We intend to do that.

Mr. R. F. Johnston: One of the difficulties in the past, as you know, has been that we never had an agreement up until this last one that there could be a combined study of the two.

Mr. Barnes: From one aspect of it, there are charitables which have a very heavy extended

care ratio, for example Baycrest. It is difficult to generalize on it.

Mr. R. F. Johnston: I hope I said there are individual cases, but if you take the Niagara study and look at it in general terms, you will see that the municipal homes for the aged are taking the bulk of them. I was quite surprised at the survey they did, which said, "The survey shows that in the municipal homes we had 598 extended care residents representing 64.8 per cent."

Mr. McDonald: Is that the health council one, Mr. Johnston?

Mr. R. F. Johnston: Yes, I am sorry, this is the health council report. It is entitled, "To Ronald W. Book, chairman, and the members of the social services committee on accommodating Niagara." It was sent to me by Mr. Rappelje.

Hon. Mr. Drea: Wait a minute. Is that the district health council inventory or is that Mr. Rappelje's commentary? There is a little bit of difference.

Mr. R. F. Johnston: I am quoting now from a memo from Mr. Rappelje attached to a summary of the Niagara District Health Council report.

Hon. Mr. Drea: In fairness, that is Mr. Rappelje's analysis of the Niagara District Health Council report.

Mr. R. F. Johnston: I hope what I am doing is quoting the statistics that he has taken from the report. I do not think from my cursory reading of the report what he is saying contradicts what is in the report. He was extrapolating the figures from the report. If you choose to argue with these, please go ahead and do so.

Hon. Mr. Drea: No, we are not. If we are going to have it as the Niagara District Health Council survey, that is one thing; if it is to be Mr. Rappelje's analysis, I have no quarrel with his analysis, but it is a little bit different to the report.

Mr. McDonald: We were very intimately involved with Mr. Rappelje in his care in his home for the aged. The statistics we have in respect of those homes being 60 per cent extended care and 40 per cent residential care plus group home and day care are quite different to the overall health council's report in that area. I did not know what you were quoting from.

Hon. Mr. Drea: Go ahead, as long as we know what you are quoting.

Mr. Barnes: If it is the letter I think it is, it is an actual survey of the health report itself.

Mr. R. F. Johnston: Exactly. That is my interpretation of it. Rather than going into the statistics that are in it, the general theme comes out to be quite similar to what we find in Toronto. They identify, for instance, a high number of people who are in need of two and a half hours of nursing care per day in the municipal homes, which is much higher than we have seen before. That obviously has large implications in terms of staffing and our expectations in that area.

You know my ideological bent on this, which is that I would see an expansion of our municipal homes as our logical approach to dealing with this and I would give them increased funding to meet their heavier needs. I would not favour a major move in terms of a huge increase, as we have seen in the past, of nursing homes in the private sector, of corporations making money primarily from older people who are in need of heavier nursing care.

I am wondering what the ministry is doing at the moment. You are conducting a mutual study. You know the reality of the Metro situation and are picking up the extra costs, or your portion of those extra costs, as I understand it, that are coming out of the recommendations of the survey and their implementation by the social services committee. Are you doing anything specifically at the moment in terms of the funding mechanism for the municipals?

Hon. Mr. Drea: Do you mean are we going to change it?

Mr. R. F. Johnston: Yes.

Hon. Mr. Drea: I think it would be very premature. What we are looking at with the Ministry of Health is the better utilization of the bed care resource. I can think of a lot of ways to change it. It all depends upon what the eventual situation is going to be. I just do not think you can go on in two streams any longer.

6 p.m.

Mr. R. F. Johnston: You are talking now specifically about whether or not there would be two ministries involved?

Hon. Mr. Drea: No. I do not think that has terribly much to do with it. I think it is far more fundamental than that. One is private capital and one is government capital. I mentioned that before. There is also the issue of expanded chronic care by the Ministry of Health and whether some of these heavy extended care patients should even be in a home for the aged. Should they not be in a chronic care facility, regardless of where it is?

I think these are the areas we are looking at. First of all, is it myth or is it reality that a far heavier apportionment of the more frail elderly go to municipal or charitable homes than to nursing homes? It all depends, at the moment, on who is telling you the story. The homes for the aged insist that they get them and, "Therefore, Mr. Drea, give us more money." The nursing home association and so forth says, "If you would give us the same money for an activity program and so forth as you do to homes for the aged, okay." Now who is right and who is wrong?

Nobody has ever garnered statistics. You are looking at me.

Mr. R. F. Johnston: Exactly.

Hon. Mr. Drea: You know, ideologically, which side you are coming down on.

Mr. R. F. Johnston: What about you?

Hon. Mr. Drea: I do not have an ideology on the thing.

Mr. R. F. Johnston: What if you found out that both of them are providing heavy care to the frail elderly in Ontario?

Hon. Mr. Drea: What would be wrong with that?

Mr. R. F. Johnston: I am just asking. You say that it cannot go on the way it is.

Hon. Mr. Drea: No, I did not say that.

Mr. R. F. Johnston: I am just saying hypothetically if you find out they are both right, they both say they are providing this heavy care—

Hon. Mr. Drea: Then I think you have to rationalize the bed care on the basis of the available funding because it is obviously much more difficult today and in the foreseeable future for the municipality—let us leave the charitable home out—to raise its 50 per cent, where if they could both provide the same level of care, you are literally into a quasi-turnkey operation by asking for a proposal.

These are some of the realities of the situation. If you were a municipality would you want to continue, whereby you are having to invest capital, be responsible for all kinds of personnel matters, etc., when you could get exactly the

same service, if what you say turns out to be correct, from somebody who will come in with a proposal and with a fixed daily fee for a certain period?

I think that is a very realistic thing that has to be looked at. I do not think it is going to come down on a 50-50 basis at all.

Mr. Chairman: It being six o'clock, Mr. Minister, I think your question will be answered. It is unusual that you would be asking questions of a member of a committee, but I am sure Mr. Johnston will think of the answer.

Hon. Mr. Drea: I do not think so; I think he posed a question to me. That is why we have a study because I do not have an answer.

Mr. Chairman: I will entertain a motion to adjourn, it being six o'clock, and we will continue on Monday.

There may be a problem with the timing. We have about five and a half hours left, and looking at the reasonable use of time on Monday and Tuesday, we may be faced with less than five and a half hours. Probably by the end of Tuesday we will have four and a half hours completed—in other words, less than 15 hours. I want the members to be aware of this in case we have to make a decision on Tuesday at six o'clock whether to continue for an extra hour that evening or to meet again on Wednesday.

I hope you will think about it. It involves a number of ministry staff, including the minister. I do not know whether the minister would like me to shed some light on whether or not he may be available for an hour, or whether there is any point in meeting for just an hour.

Hon. Mr. Drea: I do not really care what you do as long as someone shows up on time.

Mr. Chairman: Five or 10 minutes, give and take, is not really—

Hon. Mr. Drea: If the minister showed up chronically late, I think there would be a real hoorah around here.

Mr. Chairman: We shall take that under consideration.

The committee adjourned at 6:08 p.m.

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SPEAKERS IN THIS ISSUE

Drea, Hon. F.; Minister of Community and Social Services (Scarborough Centre PC)

Johnston, R. F. (Scarborough West NDP)

Kells, M. C. (Humber PC)

McGuigan, J. F. (Kent-Elgin L)

O'Neil, H. P. (Quinte L)

Robinson, A. M. (Scarborough-Ellesmere PC)

Shymko, Y. R.; Chairman (High Park-Swansea PC)

From the Ministry of Community and Social Services:

Alfieri, D., Director, Operational Support Branch

Barnes, P. H., Assistant Deputy Minister, Children's and Adults' Operations

Hunter, J., Director, Personnel Branch

McDonald, R. M., Deputy Minister

Strauss, E. F. H., Chairman, Social Assistance Review Board



Ontario. LEGISLATIVE ASSEMBLY

No. S-4

Legislature of Ontario Debates

Official Report (Hansard)

Standing Committee on Social Development

Estimates, Ministry of Community and Social Services



Second Session, Thirty-Second Parliament

Monday, May 31, 1982

Afternoon Sitting

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Monday, May 31, 1982

The committee met at 3:41 p.m. in room 151.

ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES

(continued)

The Vice-Chairman: The committee will come to order. I now see a quorum. For the information of members, we now have five and one-half hours remaining in the estimates of the Ministry of Community and Social Services and the House has given permission for this committee to sit tonight from eight until 10:30 which we will be doing.

Further, by way of information, Mr. Johnston, you requested some additional material on May 26 from the chairman of the Social Assistance Review Board which we now have and which I will ask the clerk to distribute to the members.

At the time of adjournment we were discussing item 1 of vote 3102. We were discussing homes for the aged. We can establish the speakers' list now because I was not aware that anyone had the floor at the time of adjournment.

On vote 3102, adults' and children's services program; item 1, policy and program development:

Mr. R. F. Johnston: For your information, because you were serving the people abroad, Mr. Gillies, I had the floor at the time of the discussion. We had moved on to a discussion on homes for the aged because that is the way things flowed. Hopefully, we will be going back to the proper order by the time we finish.

The nature of the conversation up to this point had been on the levels of care in homes for the aged at the moment. We were starting to get into the whole matter of the review that is going on with Health and Community and Social Services into nursing home and homes for the aged around the province to discuss what the future holds for institutional care in Ontario.

Hon. Mr. Drea: Maybe with your indulgence I can finish the train of thought I had at the time until we were rather abruptly terminated by the chairman. You had asked me about ideology and what I meant by the two different streams.

Putting aside the ideology for the moment, a very difficult thing for any community group wanting to start a bed care program for the elderly is the financial end, because it is one thing to have to raise 50 per cent of your capital and another thing to be able to set up a nonprofit corporation, for instance, and go to proposal. Then, again, you get into a different stream with the deficit. There is an automatic formula for assuming the deficit of the municipality which, by statute, has no ceiling and gives a great deal of flexibility. On the other hand, with the charitable aspect, it is not quite that easy.

With extended care with the Ministry of Health, there is no provision for deficit; it is theoretically built into the rate. If you are in a deficit position at the end of the year or some time during the year, you are on your own. You can merge, you can terminate, you can go for additional bank loans, or whatever. Even the capital is looked at—and it is a very important look at—because with the absolute decline of pure residential care, you cannot build a small facility. It just would not be viable under 100 beds, and I am not too sure that really—no, not with—

Mr. McClellan: Because you deal with anything smaller than that?

Hon. Mr. Drea: If you are doing heavy care, there is no way you can effectively have a smaller place. You can with purely residential care. Another thing that is forgotten is that with purely residential care there is a figure in there where people are still paying for it, albeit that is fast disappearing, because when they are coming in now they tend to be very early on extended care, and this terminates that. None the less, if a group out there today wants to get started, these are very important considerations.

Mr. McClellan: This is under your legislation.

Hon. Mr. Drea: Under both. I am contrasting both. I started out by saying it is one thing to have to raise 50 per cent of the capital for starters. It is another thing, whether nonprofit or whatever, to go the extended care route with the Ministry of Health and merely put in a

proposal and out of your daily fee get back an amortization factor that reflects your investment. With either the charitable or the municipal home for the aged, the 50 per cent has to be found up front before you even get into operation. Once you go into operation, it is a very clear-cut thing for the municipality, but not quite so clear by statute for the charitable end, with absolutely no provision for deficit in the other one.

Also bear in mind that when many of the municipal or the charitables were first built, it was on the basis of a considerable residential portion. It seems to me at one time it was almost 25 per cent. When it was almost purely residential, in the days when it was 95 or 90 per cent, there were a great number of people at any one time paying the full cost. It might have only lasted two or three years until their assets were depleted or whatever, but none the less it was cash flow.

That has disappeared for a number of reasons, in particular getting on an extended care certificate on a continuum of care relatively early, regardless of assets. So there are those three streams, plus the fact—and this is what I said about the viability—it has to be 100 beds. I am not too sure it should not be 120 now because of the level of care. It is very difficult at 100. When you are doing it at 100 beds, you are almost basing 40, under the present rules, as being residential.

If that ceiling—and granted that is an artificial ceiling that really only has to do with funding—is to be lifted, regardless of the type of building or whether it is suitable for heavier care, and I think we have gone into that, the overall viability starts to be a problem. Granted, a preponderance of the nursing homes are newer and were built to quite different specifications, because when they were built, they were obviously going to be dealing with nonambulatory cases, which gives them a bit of an edge.

However, that edge, financially, is going to disappear next year because starting next year, mortgage renewals really take place. Most of them were financed in 1972 or 1973 and their 10-year cycle is from 8.7 per cent to 18 per cent. As I said the other day, some of the projections, and we only get them secondhand, just for a mortgage renewal, may mean between \$1,400 and \$1,600 a bed per year for nothing but the spread.

Mr. R. F. Johnston: Between \$1,400 and \$1,600?

Hon. Mr. Drea: A bed, just for the spread. That is for no new program; that is for absolutely nothing. It is merely the fact of carrying on business, going from that one rate to another. Granted, a lot of places have very little mortgage left. It will not affect any of the older ones, but it obviously will impact upon some of the new and larger ones.

3:50 p.m.

Mr. McClellan: What type of facility?

Hon. Mr. Drea: Extended care.

Mr. McClellan: Nursing home?

Hon. Mr. Drea: Yes.

Mr. McClellan: How about impact on people who are paying their own way?

Hon. Mr. Drea: In a nursing home?

Mr. McClellan: These are all extended care beds?

Hon. Mr. Drea: Yes. When I am talking about nursing home or extended care, I am talking about the Ministry of Health.

Mr. McClellan: But are you talking only about extended care beds?

Hon. Mr. Drea: Yes. Theoretically there is not any capital renewal in ours, with the exception of some of the charitable ones, but they have not been built terribly recently. The only mortgage there is in terms of expansion or whatever, and they have been kind of wary for some time in that area. They either had endowments or some other very specific bequests that allowed them to do that.

I think you have to take into account that the senior citizens' apartment complex, whether it is in a small community or a large urban area, has really become the residential care place. People are taking care of themselves. In effect, it is the alternative to communal living and so forth.

In Metropolitan Toronto there is an arrangement between the Metro housing authority and the Canada Mortgage and Housing Corporation, and in rural areas it is between Ontario Housing, CMHC and so forth, so there really is not a capital aspect in there. We have been very successful in at least one place, Marion Villa in Pembroke, in melding an extended care facility within a home for the aged. In Thunder Bay there was an attempt as well. It has not been as successful, but not on the basis of the melding of the extended care facility with the home for the aged. It was the communal living or the banking on a lot of residential care where those other

facilities would be used. It has made it not quite so successful.

Marion Villa is a straight home for the aged—straight extended care—and it is working very well. Rather than philosophy or ideology, the real question now is the reality of the times. On the one hand, I do not think that mortgage rates or the ability to raise capital, either publicly or privately, is going to get any easier. It is certainly going to be much harder for the charitable groups.

Mr. R. F. Johnston: For the nursing homes to be able to handle this rise means that they are going to be demanding a higher per diem for extended care rate in order to cover themselves. That is the only way they can cover themselves.

Hon. Mr. Drea: For some. There will be others that have been established for many years that have virtually no mortgage, so whatever they are renewing will not have any impact on them. Whatever financing is done there, it cannot be a blanket type; otherwise there would be some instant millionaires.

Mr. R. F. Johnston: On the other hand, if you take the municipal home for the aged, there is obviously a double impact on the municipality and on the province in terms of construction costs.

Hon. Mr. Drea: Yes, and it is also the availability of public capital because there is a bit of a crunch right now. Municipalities do not have quite the access. Because of having to pay higher bond rates and other things, they are getting very close to their debt ceiling. In the case of the province, it depends on how much you want to borrow, but our problem is that you have to raise your end of the capital first. There is no sense in us allocating capital and saying there is \$5 million here for these three homes provided if, as and when.

Some groups find it very easy to raise capital, other groups do not.

Mr. R. F. Johnston: You have committed yourself to \$40 million over five years so far for that purpose.

Hon. Mr. Drea: Yes.

Mr. R. F. Johnston: We know that the demand for space is large enough to take that in no time at all. That has been the reality in terms of the municipalities' financial situation in a lot of the areas. For instance, Durham has been asking for a home for some time.

Hon. Mr. Drea: Durham has it. You are talking about Grey county, not the region.

Mr. R. F. Johnston: No, sorry, I was talking about the region. They wanted either a major extension to Fairview and/or another home. I am wondering what the situation is for the municipalities in terms of their capital possibilities. Are we going to be able to build the homes that even the \$40 million speaks to?

Hon. Mr. Drea: Oh, yes, there is no question about that. There is a major renovation on what is an almost total reconstruction of the Salvation Army Eventide Home in Niagara Falls. It no longer really served a purpose.

Mr. R. F. Johnston: Do you have a list of all of them that are in the works?

Hon. Mr. Drea: We can provide it. I can rattle off a few.

There is a new home in Grey county, in Durham. That should be starting very shortly as well as renovations to the old place at Markdale. There is the one in North Bay, a major reconstruction which will enable them to do many things. As I say, there is the Salvation Army Eventide Home. The Salvation Army is an organization whose access to capital is a little bit better than many social groups.

There are incoming requests from Metro. While they are not finalized, obviously they will be, and that is not even in that \$40 million.

Mr. R. F. Johnston: It is more?

Hon. Mr. Drea: Yes. Metro was never included in that \$40 million. There were some minor projections about Metro, but certainly Greenacres or the other situations were still going through the mill at the time.

Mr. R. F. Johnston: What about the demand for the totally new home or two that was suggested a year and a bit ago?

Hon. Mr. Drea: We had some projections that they might need one, but that was taking no account of any of the things that have evolved in the last 18 months.

Mr. McDonald: That was before anything came out about the seven homes they already had.

Hon. Mr. Drea: That was really being looked at in the preliminary stage as residential care. The demand in Metro is obviously not for residential.

Mr. McClellan: I very much regret having had to miss most of the estimates this year. Is the \$40 million over five years principally for extended care beds?

Hon. Mr. Drea: No, our own homes for the aged.

Mr. McClellan: But extended care beds in homes for the aged?

Hon. Mr. Drea: Let us say it is bringing the facility up to the level where it can provide that kind of care.

Mr. McClellan: However, you are not principally looking, as you said, at traditional residential accommodation in municipal homes for the aged. You are looking for accommodation for people who require some degree of care, and presumably those categories are being looked at and will probably be changed to reflect the new realities.

While we are talking about Metro—I should have brought a file down—Mr. Kruger's replacement, Mr. Picherak from Thunder Bay, was quoted in the press as saying that the hospitals are going to have to pick up an increasing share of responsibility for providing extended care accommodation to the elderly. He went on to say that he thought that municipal homes for the aged would have to—not quite get out of the business of providing accommodation, but certainly somebody else would have to be doing it. I thought it was one of the more bizarre things I had read in a number of years.

Hon. Mr. Drea: I don't know. You just saved me a lot of money and I don't suppose I should laugh at it.

Mr. McClellan: I think he must have been misquoted. I really think, knowing Mr. Picherak, that some phraseology must have been missed in the report.

4 p.m.

The Vice-Chairman: Metro speaks with tongue in cheek.

Mr. McClellan: No. Perhaps it would be useful for people in the ministry to have a look at it.

If I can pursue that, I do not know what kind of process is under way between the ministry and Metro for reviewing their overall needs. This is a roundabout way of getting to this point. What structures or processes are in place between the ministry and Metro to review their needs for additional care and heavy care beds in municipal homes for the aged over the next five years?

I am still convinced that remains the best way of providing residential accommodation with care to elderly people. In the ideological debate that is also going on between going that route and relying on private sector nursing home accommodation, I do not expect my perspective will win out. I would hope there would be a continued major reliance on municipal homes

for the aged because, despite the problems, I am still convinced the quality of care is a lot better to start with. Even when it deteriorates it is better. It starts from a better base. I would like to know what processes are in place.

Hon. Mr. Drea: Perhaps to put Mr. Picherak's remarks into perspective, obviously active treatment hospitals are not going to assume additional bed capacity for non-active treatment patients.

Mr. McClellan: Hopefully, exactly the opposite is true, that chronic care patients and extended care patients who are in active treatment beds would be moved out of them and into appropriate places.

Hon. Mr. Drea: What he may be looking at is that hospitals will get more into a linked operation with additional chronic care beds. But if he is looking for extended care, it would be a dreadful waste of very expensive and relatively scarce resources.

Mr. McClellan: It would be very bizarre.

Hon. Mr. Drea: However, he is new here. It is not the first time I have heard something peculiar from the Metro towers, but Mr. McDonald will bring you up to date on that.

Mr. McDonald: Mr. Chairman, in all fairness, Mr. Picherak would have to have a couple of weeks to a month to familiarize himself with the ongoing discussion that has taken place with respect to Metro's homes for the aged.

At the present time, the Medicus report has just been received by the Metro staff. We have not had a detailed discussion with them, but that is planned. Mr. Coleman, who is temporarily in charge of the seven old age homes, as well as the Metropolitan Toronto Housing Co., is at the moment projecting his financial requirements from a capital standpoint over the next five years in respect of the total seven homes for the aged.

Most of the problems in those homes are in bringing some of the homes up to the level necessary for extended care operation rather than residential operation. We have had a preliminary look. It is expected that some time this summer their figures will be finalized with respect to what assistance they need from us in that capital construction. I am not sure exactly of the date when it will be done, but I know that the Metro council is very anxious to bring this forward quite quickly.

Mr. McClellan: I wonder if it would be possible to keep members of the committee

advised. Is it possible to share that information? I think that would be really helpful.

Mr. McDonald: They were also talking about a new home for the aged. We have had some discussions with them, but we thought they should get their present act together with respect to the seven homes that needed upgrading, rather than get into the new operation at the moment.

Hon. Mr. Drea: Mr. McDonald, just to follow this through, one of the things they have had to bite the bullet on is that they have a different system to any other area. They stream residents. They have been streaming the psychogeriatric residents into Greenacres, which has accentuated a problem.

What they really have to do is to make up their minds what they are going to do with that psychogeriatric population because, in terms of building a new structure, if it is going to be a centre for psychogeriatrics then it is a different type of physical structure. Do they want to continue their present system or do they want to mix?

Mr. McClellan: I am in and out of Castle View-Wychwood a great deal. They are obviously streaming within some of the places like Castle View-Wychwood on the basis of floors. It works very well.

Hon. Mr. Drea: Yes.

Mr. McClellan: It really is a very successful operation. They seem to be relying less on Greenacres and gradually developing more capacity within each facility—again, my experience is limited, but certainly within this facility—to lay on the service required for the population that is there and the population that stays there; they are not sent down to Greenacres.

Hon. Mr. Drea: Yes.

Mr. McClellan: The comment I was going to make is that Hill Top Acres was also in my constituency. The site is still sitting there dedicated to senior citizens' use. It has been sitting there since 1978, and there is a site in the Frankel housing development, a big site. I think it is a four-acre site.

Mr. McDonald: Four and a half.

Mr. McClellan: It is a site dedicated to seniors' use. Again, with the number of prospective projects that have come and gone, or with the efforts that have been made to try to obtain a sponsor for that parcel of land to provide residential accommodation for seniors or nurs-

ing accommodation or something, it really makes you wonder who's on first.

Mr. McDonald: We have been discussing with Metro the use of the Hill Top property as a three-way site: senior citizens' high-rise, residential, subsidized, nonprofit housing; an extended care home for the aged; and/or a nursing home facility with connecting day care, both adult and child day care.

Sketches have been made. Discussions are now under way as part of this overall situation on capital funding for Metro, cost of operation, etc. We are very enthusiastic about the Hill Top property being utilized as a three-way site, no matter where the capital comes from, no matter who does it, forgetting philosophy for the moment, in order to get a facility going and under construction by 1983.

Mr. McClellan: It would be nice.

Mr. R. F. Johnston: What surprises me about the statements you made about waiting till they get their house in order before you discuss construction of a new facility is that no matter what the usage is—say we have a specialized usage like Greenacres for psychogeriatrics at the moment—we know that the bed requirement for heavy care or extended care in Toronto is larger than the capacity at the moment. We are mostly in agreement on that. Eighteen months ago it was the case, and if it was the case 18 months ago, it must surely be that today.

Mr. McClellan: From the Report of the Hospital Council of Metropolitan Toronto.

Mr. McDonald: Concerning my remarks about getting their act together, prior to my coming with the ministry, when we were discussing the Hill Top project as a far-off project two years ago, I believe there was no knowledge in the ministry of the situation in respect of which Metro have found themselves on the need to upgrade their present facilities because of the mix of population into the dollar values that seemingly are there at the moment. Although Metro has not disclosed those dollar values—it is a preliminary discussion—they are quite considerable.

If you add those dollar values which were not known to the ministry, and I would suspect not to Metro, the dollar amount, including new facilities, is quite substantial. I would really want to be sure that they fix up their present homes to a condition where they can look after the population they now have even if, in the case of the Hill Top site, outside capital is required to build another extended care facility. It may not

have been streamed in the old age home capital stream, and that is what we are discussing conterminous with looking at the capital requirements for the seven old age homes and the ongoing operating requirements.

4:10 p.m.

Mr. R. F. Johnston: Your only option is to go nursing home with the private sector.

Hon. Mr. Drea: No.

Mr. McDonald: We might be able to go both, but we are not sure.

Mr. McClellan: Metro, Cityhome or the Ministry of Community and Social Services itself could not get a nursing home into the Frankel site.

Mr. McDonald: They could in the Hill Top site.

Mr. McClellan: Why?

Mr. McDonald: Metro's Hill Top site is properly zoned for residential apartments and/or for extended care, whether you call it extended care old age or extended care nursing home. They could do that on that site.

Mr. McClellan: And they could not on the other?

Mr. McDonald: I am not sure about the other. I do not know the exact zoning—

Hon. Mr. Drea: In some of their preliminary discussions—and they have not firmed this out—they were also looking at the possibility of expanding, as well as rehabilitating, some of their present homes.

Mr. McDonald: Yes.

Hon. Mr. Drea: They are thinking about putting a major expansion of new beds on a couple of them, as well as rehabilitating the existing beds. It is not just a question of having some land. As I say, these are very preliminary discussions.

Mr. McClellan: Without taking too much more of the committee's time, is there somebody in the ministry who could give me some of the details of the Hill Top site?

Mr. McDonald: Sir, you could call me and we could decide whatever we had to do.

Hon. Mr. Drea: The residential portion of the apartments would be built with the conventional private capital.

Mr. McDonald: Sure. It would be a nonprofit, municipal—

Mr. McClellan: It would be Cityhome.

Mr. McDonald: No. It would be the Metropolitan Toronto Housing Corporation which looks after the senior portion. It is somewhat similar but not quite.

Mr. R. F. Johnston: You would have another option if you built private housing. I think there is an ideological thing involved in this. I am afraid we are going to end up with nursing home facilities on that site and not an expansion of the municipally run homes for the aged as we know them. That is what I see coming down the pipe.

You are saying you are expecting them to upgrade the present homes. I agree with you. It has to be done. But you are almost making it an either/or situation. That has to be done first and then if there is money sufficient for capital construction for a municipal home at Hill Top, we might see it. If money was to come outside of that from the private sector—

Hon. Mr. Drea: No, Mr. Johnston, not really. What we are saying to them is this: "If we are going to get into a five-year plan, or whatever, we would like to know what you intend to do, number one, with your present facility."

Mr. R. F. Johnston: With what you have got. That is fair.

Hon. Mr. Drea: We want to know that. We had to do the same thing in Grey county. There was the question of what they would do with the Markdale property along with the other. We had a rather protracted dialogue with Grey county. They wanted to leave Markdale until the other one was built and then they would think about what they might or might not do. That tends not to work.

What we have told them is this: "We want to know what you are doing with the seven now. Are you going to expand Kipling, for instance, as well as renovate? Do you intend perhaps to sell Greenacres to the region of York for a different purpose because that building is still very good. If you are going to do that, then what are you going to do with your streaming of the psychogeriatric?" Mind you, that is almost de facto being solved because nobody is going to Greenacres or, as an alternative, to Riverdale.

Mr. McClellan: It would be a good solution.

Hon. Mr. Drea: Yes. None the less, you are still going to need a psychogeriatric component.

Mr. McClellan: Yes, another facility.

Hon. Mr. Drea: If you are building a new one, then there has to be a very large component for the psychogeriatric. There is just no point in it otherwise. You cannot go on rehabilitating

buildings. We have asked for a plan and then we will look at the money. As I say, all of this is outside of the conventional allocation and everybody is aware it is outside.

We also have to look at the operating costs. New structures or rehabilitated structures are not going to take away much of that report which deals with the categories of job, etc. We still have not got a response from Metro. They are still looking at it. We would like to know what they are going to do.

Mr. McClellan: You hope their response would be here soon—in June or July.

Mr. McDonald: We have told them we want it no later than the end of July. They have had some problems because of the size of the endeavour. By that time, we need to make our plans very clear for the next five years and the process we have to go through in our budgeting process. Our local office has been working with the people in question, but we still need a firm proposal from them as to where they intend to go, what they intend to spend, and what the ramifications are with respect to what the minister has said about putting additions on to present facilities and to new facilities. Then we can see the totality of the cost and how we can incrementalize it over the five years.

Mr. R. F. Johnston: Some of the implications of the Medicus report are in terms of changing the definition of extended care. I sense that would be one of the ways you would come out of the Medicus report. What are the effects of that on the Canada assistance plan funding? I sense their report is suggesting there is a greater recognition for lower degrees of heavy care than extended care.

Mr. McDonald: The money for the beds comes from established programs financing. The Medicus report has looked at something in isolation, not the whole system across Ontario, because the words "heavy care" have been thrown around. For someone in the business it may mean an hour and a half plus a quarter of an hour. To another person heavy care may mean three and a half hours. We are looking at the degree to which care is required in almost four incremental steps, from residential below an hour and a half all the way up in three quarter-of-an-hour intervals.

There is a point where you get to a chronic facility which is not medical. It is a chronic facility where it is chronic all the time. That is a much different terminology than heavy care. The problem is that hospital acute care and the

very heavy extended care are coming together with this band called chronic care and we are trying to be able to differentiate in the terminology what the needs are. While we are looking at Metro, we are looking across the province. We have to meld, not from an ideological standpoint, the nursing home and the old age homes in that look to find out actually what is going out in the marketplace with the 56,000 or 57,000 beds now in operation.

Hon. Mr. Drea: You are also talking about CAP. The preventive program for chronic care is funded by CAP. Chronic home care or the homemaker program is funded since the Ministry of Health is our agent. There really has to be a determination made on chronic care because if you have a chronic home care program underneath the homemaker program you obviously need a place to go when that program no longer meets the individual's requirements. You cannot have one without the other. As I say, that one is funded. It will probably be the last one of that specific dimension that we will be able to get inside of CAP. The rest will be block funding.

Mr. Boudria: Mr. Chairman, my colleague, Mr. Bradley, has just left briefly. He wanted to discuss a local problem as it involved homes for the aged.

Mr. Chairman: We could certainly leave that under item 5, which deals with adults' social services.

Hon. Mr. Drea: What is his problem?

Mr. Boudria: He just told me he would be back in a minute and then left. If I knew, I could ask the question for him. I have no idea what it is.

Mr. McDonald: Mr. Chairman, we could get to that under item 5 when we get to it.

Mr. Chairman: Unofficially, we were discussing item 5 before adjourning the last meeting. We are actually on item 1. If there are no more comments or questions, perhaps we could vote on the first item, policy and program development, and then proceed.

4:20 p.m.

Mr. R. F. Johnston: I have just one question and it is a very short one.

I heard a rumour that the Lakeshore area multiservices project and the York multiservices units might be considered not to come under the research and demonstration grants any longer but may be getting some kind of permanent funding consideration. Is that the case? Is there

any development there or are they going to continue with grants as they have been?

Hon. Mr. Drea: I would think for the time being they will continue there, at least for this fiscal year.

Mr. R. F. Johnston: Is that being looked into at the moment?

Hon. Mr. Drea: I think that all of the multiservice centres are being looked at because not all of them have been as successful as these.

As you know, in Ottawa there has been a very real problem, not on our end but on the failure to utilize the physician services there, preferring to use physicians from elsewhere. As far as those two are concerned, I think it is fair to say that for the fiscal year they will continue. There is a review, because our difficulty is that where you get the health capitation program in—

Mr. McClellan: Are you talking about in relation to your clinic?

Hon. Mr. Drea: Yes. If people will not use the physicians you are providing on a joint program because they prefer physicians elsewhere—and one of the problems in Ottawa is that there is availability in the emergency and so on—there is very little you can do. LAMP (Lakeshore) and the other one are not in that particular category at all.

Item 1 agreed to.

Mr. Boudria: I have just one question. The way I understand it, looking at these estimates, pretty well everything in items 1 and 2 is repeated in the other items in greater detail in any case.

Mr. McDonald: Items 1, 2 and 3 are general items, and items 4, 5, 6 and 7 really cover the whole ministry in some detail.

Mr. Boudria: So items 4, 5, 6 and 7 in fact include everything that is in items 1, 2 and 3 in any case.

Mr. Chairman: This is why I was anxious to proceed.

Hon. Mr. Drea: It was your colleague who wanted to do it this way the other day because then he could get in some of his questions.

Mr. Boudria: Fine.

Items 2 and 3 agreed to.

On item 4, income maintenance:

Mr. Chairman: In your detailed briefing manual, this starts on page 35 and goes on to page 39. Any questions?

Mr. Boudria: Mr. Chairman, I have a few questions on the Family Benefits Act. I have a

particular constituency problem about which I would like to ask. I had a situation where the constituents were foster parents under the Family Benefits Act. The child whom they were keeping, and had been doing so for a number of years, got to the age of 18 or close to it as the school year came to an end.

In any case, the child decided at that particular point he was not going back to school in September. The parents kept the child for an additional three months. In September he began his gainful employment and left the foster parents' home at that point. What disturbs the parents is the fact that for July, August and September the ministry sent them those cheques but then requested them back because he was ineligible, not having returned to school.

The unfortunate thing is that these people, out of all the good faith in the world, kept this child for a number of years and gave him proper care. He is now in the employ of the Canadian Armed Forces. The parents seem to be insulted by the particular action taken by the ministry. They have appealed this decision to the Social Assistance Review Board and it was denied there. It seems to suggest that whatever can be changed cannot be changed for this specific case because of the decision.

However, in terms of policy on recurring cases like this, has the ministry ever looked at some sort of mechanism by which there would be some assistance granted to foster parents after the child stops attending school and until he begins work? Those particular parents were not going to throw him out on the street that day. They kept him for a number of months and now they see something which they feel is an insult to them.

Mr. Alfieri: It is definitely not intended to be an insult.

Mr. Boudria: I recognize that.

Mr. Alfieri: The act does state quite specifically that in order to be eligible a dependent child or a foster child must be in regular attendance at school. In our guidelines we have defined "regular attendance" in as loose a fashion as possible because we do recognize the fact that some of these things are unpredictable.

One of the problems we have is with respect to children over 16 who, at the completion of the school year, do not return to school. When do you stop deeming the individual to be in attendance? Since the school year had ceased in June and the person did not go back, the school attendance obviously ceased in June. The point

here is the question of intent. At what time did the individual make up his mind not to return?

The act is specific and the definition is fairly categorical with respect to "attending" as opposed to "intending to attend." So really, short of a change in the legislation, we had no recourse but to do what we did.

Mr. Boudria: I recognize that. It appears to be clear from the documentation that was submitted. Therefore, my question is not one of how the act was interpreted because it is obviously correct; maybe it is one of policy.

Possibly the ministry intends to change legislation to allow a bit of a buffer time period, whatever it is, if it is 60 days or 90 days. The situation, you have to admit, is a little touchy when you get to that point at the end of June and the gentleman is 17 or 18, or whatever he is, and he terminates school. Of course, he is going to take one or two months before he leaves that place and finds himself gainful employment. That is very possible. When young people terminate school at the end of June, the job market does not really welcome them with open arms. As everybody knows, there is considerable unemployment in our fair province and that does create this particular situation.

The parents did not want to be provided with funds to keep this young person eternally. They kept on receiving the cheques for the two summer months and the young man began his employment with the Canadian Armed Forces on September 14, or something like that—the documentation is here. He enlisted in the military right after finishing school.

Hon. Mr. Drea: How long after finishing school?

Mr. Boudria: How long would it take from the time one enlists to be accepted? Would it not take two months in any case?

Hon. Mr. Drea: I never had the privilege of enlisting, Mr. Boudria.

Mr. Boudria: Neither have I.

Hon. Mr. Drea: For different reasons.

Mr. Boudria: For whatever reason, neither have I. The only thing I am suggesting is that there does not appear to be any buffer period at all.

Dealing in human terms, I am just asking whether you think there should be one, even if it were 30 days or 60 days. Somebody turns 18, his school finishes and you say, "Tomorrow, son"—you do call him son; you have been keeping him for a number of years—"goodbye.

We have stopped receiving cheques for you as of today, so we are kicking you out."

Hon. Mr. Drea: It is not necessarily 18. You are in that quandary every June after the sixteenth birthday because the individual is perfectly free to cease attending school.

Mr. Boudria: That is correct, but whether he was 17 or 18 or 16 does not change the situation.

Hon. Mr. Drea: Yes, it does.

Mr. Boudria: It does not change the intent of what is happening. If he were 15, of course, it would be different.

Hon. Mr. Drea: At 15 you know he is required to be in school. After 16 it is an option, and it may not even be the decision of the foster parents either.

Mr. Boudria: I do not know whose decision it was.

Hon. Mr. Drea: It is his decision. At 16 one has every right in the world. I think we can take a look at it. It is one of those difficult areas.

4:30 p.m.

Mr. Boudria: I would like that. I recognize that whatever decision was taken in this case was probably taken correctly. I do not think we disagree on that. The only thing I am saying is that I think there should be some sort of a buffer period for foster children when they leave school and commences work, in which they can still be on FBA, even if it is 30, 60 or 90 days, to allow some transitional period between being a foster child and becoming a person who can operate on his own.

Hon. Mr. Drea: It is the same situation with family benefits.

Mr. Boudria: Yes, that is a family benefit.

Hon. Mr. Drea: I am talking about a straight dependency. Under family benefits there is exactly the same situation because the payment is for the child up to 16 or while continuing in school.

Mr. Boudria: You mean in the case where there is a parent who is a recipient of family benefits and he ceases to get benefits for that child. You are talking about natural parents, a regular home, where if they have to keep him an additional month—

Hon. Mr. Drea: It is the same, Mr. Boudria. In fact, the consequences, if it is one child on family benefits, are even more drastic because the mother loses her entitlement as well. As I say, it is a difficult area. What happens in most

cases is that if there is indecision, the indecision results in—

Interjection: When did he tell them that?

Hon. Mr. Drea: In September. In this case the people said that in June he told them that he was not returning to school. Is that not what you said?

Mr. Boudria: No. Apparently he told them in July, but that is a very small detail. It does not really change a thing.

Hon. Mr. Drea: In most cases the person decides he is not going to school on the day after Labour Day, and that is the difficulty with the intent for Mr. Alfieri. I think it might be a very good area to look at, particularly in the foster care area.

Mr. Boudria: I tried to differentiate the foster care aspect in all of this because, as you say, the others have financial difficulties which may be even more drastic. If one is living in some sort of a family situation, the moral obligations are such that it may be easier to manoeuvre. In the case of a foster child, it could be an overnight thing and he could be on the street. That is why I am asking you if you could consider it.

Hon. Mr. Drea: It could be an overnight thing even in a family. I think what you are saying is that there is a difference between people who accept the responsibility of foster care and those who have a family.

Mr. Boudria: There is a difference in moral obligation. Many of the people who take on foster children—and my wife and I were foster parents on three occasions so far—do miss them when they go to much the same degree, or at least we did, as if they were their own children. Nevertheless, in the case of these people who took care of this particular child for a number of years, you can understand their feeling when the day after he left school you do not allow him even a small period of time to integrate himself in the work force. That is the point I am trying to illustrate.

Hon. Mr. Drea: Perhaps Mr. Alfieri would like to say something. I think we should take a look at that, particularly in the foster care area.

Mr. Alfieri: I would be happy to review it and send the minister a report. I think we do appreciate the softness of the situation.

Mr. Boudria: Perhaps I could give the details—you will have to get them translated—of this particular case to the ministry. I am not questioning the decision in this particular case, merely the policy. The reason I am stating that

is that in looking at this it appears to be a course taken in the context of the act. I recognize that; I am not saying you took the wrong decision.

Hon. Mr. Drea: No, but you do understand why the act is drafted that way.

Mr. Boudria: Yes, of course.

Hon. Mr. Drea: It used to be a little more clear-cut in terms of practice out there for young people than it is today. They are fully aware of the fact that at age 16 they have assumed certain rights.

Mr. Boudria: Yes.

Hon. Mr. Drea: At the time the act was written, there was much more of a degree of parental influence, shall we say, than today.

Mr. Boudria: I am sure you are correct. I do not know whether that is good or bad but it is true in any case.

Hon. Mr. Drea: Perhaps you are suggesting we do something along the lines of the federal government. When somebody is deceased, there is an automatic payment of one more cheque. Is that what you are talking about?

Mr. Boudria: That could be. To tell you the truth, I had not thought of it in those terms, but that certainly would be a very suitable mechanism.

Hon. Mr. Drea: That practice was designed as a buffer.

Mr. Boudria: Yes. In case somebody passes away, the old age security cheque at the end of that particular month comes anyway, or something like that. Is that it?

Hon. Mr. Drea: Yes, but I think there is one in addition.

Mr. Boudria: That could be. That certainly would help.

Hon. Mr. Drea: Is that true with the Canada pension plan as well? I think CPP has some buffers at the time of a death.

Mr. Alfieri: I believe they pay to the end of the month, but they provide a death benefit, which is additional.

Hon. Mr. Drea: That is right. Old age security goes on for another—

Mr. Alfieri: To the end of the month in which the person has died. There is always one more cheque.

Mr. Chairman: I should have asked if you have any additional cases that may be in limbo.

Mr. Boudria: No, but I have additional questions, if I may continue.

Mr. Chairman: Go ahead, please.

Mr. Boudria: For my next topic, I would like to talk briefly about the General Welfare Assistance Act. In my constituency a volunteer group organized itself and called itself—and this is translated—the association of general welfare recipients of Prescott-Russell. I suppose that would be the name.

Among other things, they have asked that the welfare agency of the united counties of Prescott-Russell avail itself of a Zenith phone number to enable the constituents of that area to have access to it and ask for the services. That has been turned down by the welfare agency. They stated the reason was that your ministry and the federal government did not pay 80 per cent of that particular expenditure. In other words, that was not an expenditure for which grants were available.

I would like to know from the ministry if that is the case. Also, have you encouraged municipalities generally to avail themselves of those kinds of facilities, such as WATS or Zenith phones or some sort of mechanism to ensure access? I know your FBA office accepts all collect calls in my area, and that is great. If only we could convince the GWA group to do the same thing, the whole topic would be unnecessary. In any case, that is not the situation at this time.

Mr. Chairman: Do you have any response to this?

Hon. Mr. Drea: I will let Mr. Alfieri answer.

Mr. Alfieri: We certainly do encourage municipalities, especially in the county units, to provide as much ready access as possible. With respect to the cost of administration subsidies, you are correct. Neither the province nor the federal government cost-shares in telephone charges. We provide 50 per cent funding for almost 95 per cent of the cost of their administration budgets, but there are some costs, specifically those relating to telephones, accommodation, furniture and so forth, which are not cost-shared by the federal government or the province. Salaries, travel expenses and other direct client-related services are cost-shared.

Several municipalities do have WATS lines or Zenith lines where recipients are able to call directly at no charge, and we have never discouraged the provision of those by other areas.

Mr. Boudria: Is the ministry aware of the press release that was sent out by that particular group? In French they call themselves L'Union des r  cipiendaires d'assistance sociale de Prescott-Russell—URASPR or something like that for short. They have sent out a number of releases recently.

Hon. Mr. Drea: I am sure the area office has. That is why it is there.

Mr. Boudria: I am not sure. I thought they had sent them directly here. In any case, it is unfortunately true that particular feature would not be granted or cost-shared by your ministry.

Mr. Alfieri: No, not that particular item.

4:40 p.m.

Mr. Boudria: That is unfortunate.

On the general matter of assistance to welfare recipients, the amount of funds they are getting—we talked about this in the supplementary estimates—is somewhere around 67 per cent of what has been determined as the poverty rate. In reply, you then asked, "What is the poverty rate?" There are various poverty line rates established, and I recognize that, but no matter whose statistics you use, the fact remains that welfare recipients still have a situation which is very difficult, to say the least.

Lately, the gap between welfare recipients and family benefits recipients has increased even further because of the decision of the ministry to take all the unemployable FBA recipients and give them amounts which are equivalent to those of the permanently unemployable. That is a good move, and we welcome the move to elevate that rate.

The only thing I question is that for the people who are the worst off, which are the general welfare recipients—they are making the least of anybody—there has not seemed to be that kind of determination to change their rate. Is your ministry going to be contemplating a major change in the rate of the welfare payments?

While you are answering that, I know that as a percentage you are going to say Ontario is better off than some of the other provinces. That is very accurate, but for the person receiving the welfare cheque and the person who cannot make ends meet on it, whether he is part of a big or small percentage, it does not increase the amount he gets to buy the groceries. He or she is still in that same situation.

Unfortunately, a lot of them are "shes," and that seems to make it even worse at times. I wonder if the minister could respond to that.

Hon. Mr. Drea: We have taken most of the "shes" off the general welfare assistance. We are reviewing the rates. Last year there was no question that we changed policy. Up until that time, there had been universal increases. It was going to be five per cent for family benefits; it was five per cent for general welfare assistance. Last year we changed to selective increases to provide the most for those most in need over a long-term basis. The particular increases went to the disabled or permanently unemployable people. We brought them up.

The second level went to those on family benefits because they are long-term cases. We brought in selective shelter subsidies for those on general welfare assistance because last winter that was a great need. That was the one thing many municipalities which were hard hit, such as Windsor, asked for on a priority basis. They were concerned about shelter, particularly at that time with the escalating cost of it.

We took away much of the municipal administration cost of providing the shelter supplement. Your united counties could pay for that phone out of what we saved them.

Mr. Boudria: Unfortunately, though, they are not.

Hon. Mr. Drea: Up until last year, the municipality had to bear the cost of administering the shelter supplement for the family benefits recipient. Instead, we took that over and mailed it directly. To most municipalities, particularly the smaller ones, that had been a much larger amount in their administration cost. It also freed up people to do additional case work and so forth.

In addition, we brought all the widows up to a particular line afterwards. Obviously, we now have to look at general welfare assistance. In terms of general welfare assistance, most of the recipients are on it for a relatively short period of time. The average is 10 weeks. That is why we took the particular course we did last year. The disabled person is on for life and the permanently unemployable is on for life; the dependent father or dependent mother is on for a very long period of time.

When we looked at it last year, part of the new impact on general welfare assistance was the fact that at that time unemployment insurance was carrying people much longer than it had in the past. That is why there was a relatively brief period of general welfare assistance. We are not talking about a case that is a long-term determinant. At that time, we met the particular priorities we felt had to be met. The question of

the disabled had been lingering for 10 or 12 years.

There was the question of the widows, that is, those single women aged 60 to 64, particularly those who were not physically incapacitated but were not ever going to work again. That was very adequately demonstrated by the status of women report, and we responded very quickly because that obviously had to be a priority item.

Now we are looking at general welfare assistance. There has been a great deal mentioned about the fact that we do not have anything in these estimates for it. We have never had anything. Those always appear in supplementary estimates. The increases this year are based upon case loads.

Some people have drawn to my attention there is a figure of 9.6 per cent or something in there. That has nothing to do with rates.

Mr. R. F. Johnston: That is 9.3 per cent, the increase in percentage growth over prior years.

Hon. Mr. Drea: That has nothing to do with rates; it is case loads.

Mr. R. F. Johnston: It has to do with total dollars spent.

Hon. Mr. Drea: Yes, but that reflects an increased case load.

Mr. R. F. Johnston: Does it?

Hon. Mr. Drea: We have never projected increases in estimates prior to their being announced. We have traditionally gone the route of supplementary estimates, as we did last year. The increases were not in the formal estimates, but instead, in October, we received supplementary estimates by that route. We are reviewing it. I think we have to review it for two reasons.

If the economy continues to stagnate, there is obviously going to be a much higher load upon the municipalities because unemployment insurance is going to run out. Secondly, the amounts paid under social assistance are not better paid under unemployment insurance. We are talking about somebody who has been fully employed, not a student or something like that.

As I say, we have to review the matter over the next few weeks to see where we are going in light of the economic and social conditions. There is no way I can tell you we will be able to bring general welfare recipients up to any poverty level demarcation in one fell swoop.

Mr. Boudria: But you are telling us you are now in the process of reviewing them and it will be done within the next six weeks.

Hon. Mr. Drea: We are looking at the entire situation. We have to see where we feel our priorities are.

Last year the municipal welfare administrators praised us rather highly for the selective initiatives we took, but they also pointed out we really should make a full examination of general welfare assistance and, if the need was demonstrated, give it exactly that same priority.

Mr. Boudria: The chronically unemployed are in a situation where they are dependent on the welfare benefits for much longer periods than 10 weeks.

Hon. Mr. Drea: Yes.

4:50 p.m.

Mr. Boudria: I have a question on retraining, but I will ask it later in another vote that deals more specifically with the retraining area. I think it is vote 6 or 7, but I will get into that one later.

I have just one final question on that particular item concerning the two policy manuals issued by your ministry. One of them is yellow and the other is red. Are those books generally available to volunteer groups that would want one? Let us say the association of welfare recipients wanted one for its advisory body for whatever reason. Would they be available generally speaking?

Mr. Alfieri: Yes, they are. When they were developed, we sent them to all MPPs, legal aid clinics, welfare rights organizations and any group that requests them. In addition to sending the guidelines, we also send them all updates once they are on the mailing list. We would be happy to send it to the association.

Mr. Boudria: Well, it has already been done now because I gave them mine.

Mr. Alfieri: We would be happy to send you another copy.

Mr. Boudria: Actually, I did receive two copies and that was fine. Mr. Alfieri sent them to me. That is not why I was asking the question. The reason I was asking the question is that the regional office in eastern Ontario turned them down when they asked for one. That is why I gave them mine.

I am just wondering if that information has been made available to the regional offices. If certain concerned community groups asked for those manuals, they could be sold to them or given to them or whatever the ministry's policy is, but they were not made available from your Ottawa office. As a matter of fact, there was a

letter sent refusing it, and I have a copy of the letter. If I find it later this afternoon, I will give it to you. If not, I can send it to you.

The letter categorically refused it. It said something to the effect that they would be unable to understand this documentation and may conclude inappropriately the benefits to which one is entitled. I thought that was not the best answer that could be given—in other words, giving them information may lead them to erroneous conclusions. I got two from Mr. Alfieri and then I gave them one of mine.

Mr. McDonald: Mr. Chairman, it is the policy to make them available widely but not to print hundreds of thousands of copies. We do not keep a supply of the books in local area offices or regional offices. They would have to come from the head office facility, but we have no objection to releasing those to recognized associations, legal aid or otherwise.

Mr. Boudria: Thank you. I am glad to have that information now on the record.

Mr. Chairman: Any further comments?

Mr. Alfieri: Yes, Mr. Chairman. Even though Mr. Boudria provided the association with a copy, they are not on my mailing list so they are not going to get the updates. I would like to have their address so we can make sure they get the updates.

Mr. Boudria: I was going to provide them with that from now on, but thank you, I will gladly provide you with that.

Mr. Chairman: The following is the list of speakers: Mr. Gillies, followed by Mr. Johnston.

Mr. Gillies: Mr. Chairman, I have a number of questions. First, I would like to thank the minister. He has already mentioned the increase in the so-called widows pension, the Family Benefits Act pension for women over 60 and under 65 who are single, widowed, et cetera. We had quite a lengthy discussion about this in estimates last year and I think we established the need. I understand that since then the benefits have been enriched by some 23 per cent.

I just wondered if the minister could outline the nature of the enrichment for those people. The other question would be as to whether or not the actual raw numbers of women in that category has increased. Are there more people eligible because of the changes made by the ministry?

Mr. R. F. Johnston: About 1600.

Mr. Gillies: I am wondering about that because there is not a percentage increase for 1981-82 over 1980-81. I am wondering if this is manifest, just as a third point to that, if the money is going out as intended by the change in the rate?

Mr. Alfieri: Prior to the change in rate, the basic needs allowance of a single woman between 60 and 65 was \$278. As part of the change, the allowance was increased by \$40, bringing it up to \$318 per month, which is now the equivalent of the permanently unemployable rate. Effective November 1982, assuming that rates remain constant, that rate will go up to \$364, which will be the equivalent of the guaranteed annual income system for the disabled rate.

Mr. Gillies: That is a considerable increase. We discussed it last year and there was some question as to whether women in this category were eligible for the clothing allowance, et cetera, that some of the others were getting. We were not clear on that at the time. Has that proven to be the case?

Hon. Mr. Drea: I think you meant shelter allowance.

Mr. Gillies: It was shelter allowance?

Mr. Alfieri: The shelter subsidy would be applicable to this. That would be over and above the basic rate.

Mr. Gillies: Excellent. Again, I compliment the minister. It is a great step forward for the people in that category. There were a number in my riding who were contacting me and asking how they were expected to live on the old rate. With the inclusion of shelter allowance, et cetera, it is now good for them.

Hon. Mr. Drea: I should say, Mr. Gillies, it is now without a medical examination.

Mr. Gillies: Is that right?

Hon. Mr. Drea: Yes. In the first go round we found almost 9,000 in that category, of which 1,611 were neither disabled nor physically, by medical tests, permanently unemployable. The question was, what do we do with the 1,611? We could have kept sending them to doctors for quite a while, but I discussed this with the federal minister and she changed the sharing arrangements. Being over 60 qualified them for sharing on the top rate. It is now available to anybody provided he does not have income or assets. It is without physical determinations.

Mr. Gillies: I understand it was because of your lobbying that these changes have become effective.

Hon. Mr. Drea: Oh, the federal minister was quite agreeable.

Mr. Gillies: I just think that is terrific. The minister should be complimented when compliments are due.

Hon. Mr. Drea: When the federal minister pays a social call, there is always a price. When I pay a social call on her, she always wants something out of me.

Mr. Gillies: That is true. There is some give and take there.

Hon. Mr. Drea: That was extended to all the other provinces. I do not know how many of them have picked it up, but it was extended to them if they wanted to do it. I do not know what their programs are.

Mr. Gillies: There is one other question I would like to raise. The minister and I have had voluminous correspondence go back and forth over the question raised by Brant county social services as to the length of time they have to wait to receive their general welfare assistance payments.

Hon. Mr. Drea: I had a discussion in Thunder Bay today with the mayor of Paris, who is the chairman of the social services committee, and we told them their troubles would be over. Their troubles might well be over by noon tomorrow.

Mr. Gillies: Is that right? I had heard there was going to be a change in procedure in June. I just wondered if you were in a position—

Hon. Mr. Drea: Tomorrow is June. I am not making it, Mr. Johnston, as I am here tomorrow. I did not make any great announcements. I gave you the speech.

Mr. Gillies: Do I assume it would be premature for me to ask today, being the last day of May, as to what the nature of the changes are in the area of funds flowing?

Hon. Mr. Drea: Tomorrow morning at the Ontario Municipal Social Services Association, my deputy, who is leaving after supper tonight, is scheduled to go into the details with the municipal administrators. I think they will be happy.

Mr. Gillies: I hope so. It has been quite a hot potato.

Hon. Mr. Drea: I think we have overcome the main impediment. The main impediment, as I explained to her worship today, was that while some areas are very prompt in their submission of payments, others are not. Hers or yours or

Brant county's, or whatever it is, fall into the first category.

The problem with setting up a universal formula where you would virtually advance flow is that many of those who were not submitting their claims very promptly would not be encouraged to do so. There would be some implications for the amounts of money being spent on general welfare assistance.

The province has been looking at it for some time and we think we have worked out a formula that will reward the prompt, or at least not punish them with having to borrow at high interest rates, and at the same time provide a very strong financial incentive for those who are not too swift. Believe me, many of the not-too-swift are not small, rural townships.

5 p.m.

Mr. Gillies: I can appreciate it. I am very encouraged to hear it because I think Brant county computed that for last year the amount of money we were talking in interest rates was some considerable thousands of dollars.

Hon. Mr. Drea: She seemed very encouraged by my attitude earlier this morning.

Mr. Gillies: Again, that is very encouraging.

Finally—and this line of questioning really arises out of my experience in the past winter—as you know, it has been a very difficult economic situation in Brant county, and the welfare rolls in terms of GWA have all but doubled in the last two and a half years I believe.

Hon. Mr. Drea: But, Mr. Gillies, they are still less than in 1971.

Mr. Gillies: You mean proportionately?

Hon. Mr. Drea: No, in cases.

Mr. Gillies: Again, that is encouraging. I guess it shows things are a little better than perhaps we thought in the historical context. None the less, they do not look very good at the moment.

Hon. Mr. Drea: No. I think there is a reason for that. Unemployment insurance picks up a much heavier load than it did in 1971.

Mr. R. F. Johnston: Yes, but on public assistance of one kind or another, they tend to be much higher.

Hon. Mr. Drea: If you want to include UIC, the case load is probably higher because there are more avenues to qualify. What I am saying is that the municipal case load is actually lower than in 1971, though not in dollars or in the 20 per cent of the share, and that is so almost

invariably across the province, with the exception of some very chronically depressed areas.

Mr. Gillies: I guess part of the problem is the length of layoffs we have experienced in the past year or two. They are certainly longer than the norm, although there have always been periodic layoffs, especially in the farm machinery industry.

The concern is that with the length of layoff a lot of the people on layoff are running out of their UIC benefits, which was something we did not experience in the 1980 layoffs, where they still had enough weeks by the time they went back. A lot of these people are being forced on to the welfare rolls.

I guess what I am asking is whether the ministry is considering a re-examination of the formula. Beyond a certain level, I know the ministry does consider going beyond the eight per cent in terms of its contribution. Again, we have discussed it and we have exchanged a lot of correspondence, and I know there are communities in the province worse off than mine in terms of their case load and their percentage increase.

Having said that, I am wondering if there is any consideration being given to an alteration of the formula in areas that are particularly hard hit, especially in areas where large industries are laying off for a sufficient period of time that a lot of workers are running out of their UIC benefits. I do not have to tell you that the strain on the municipalities is quite considerable.

Hon. Mr. Drea: Yes, but then on the other hand, the strain, and a continuing strain on two or three areas in the province that have had this for 10 years, has been an ongoing problem.

I think that in our review of general welfare assistance we have to start looking at this in two areas. The first area is the chronic, long-term situation. It is simply not a matter of layoff; there just is nothing, or there has not been, or it has diminished so substantially. The second one is in those major areas.

However, if you want to look at investments by the taxpayer, which you are really talking about in terms of keeping, say, Massey's employees working, there is \$75 million from the province. That amount is not going to show up in social assistance because, hopefully, they will continue to work.

There are also changes in unemployment insurance regulations with the proviso that the long-term, hard-hit areas—those that are in that predicament for two, three or four years because of rather massive one-industry layoffs—be looked

at with particular consideration by the federal government. We did not oppose those changes in unemployment insurance rates, so they are a fact of life.

I really think that we have to begin looking at some other aspects of general welfare assistance. In many of the American states they have been using the equivalent of general welfare assistance money to subsidize employers, particularly in the case of the single unemployed. They have been using what they call "home relief," which is the same thing, or various types of incentive programs whereby a recipient, single and under 25, does not receive social assistance but is directed into employment. The employer is subsidized so much an hour, or whatever, if he takes that particular kind of person.

The argument is that you are accomplishing work skills or maybe even formal occupational training on that basis by the utilization of social assistance money, rather than having a passive situation where you are providing social assistance because the person is unable to find employment.

I am very interested in that type of approach here. At the last federal-provincial meeting of ministers, albeit somewhat outside the main meeting, there was a very significant discussion along these lines where the federal minister, Mme Bégin, agreed to establish linkage with Mr. Axworthy's programs so that there would not be a duplication.

This is something that we and two of the eastern provinces are looking for. I think that might be a route that we could go, within the normal course of GWA, to relieve things. Of course, we would probably not be able to have the municipalities pay their share on that basis. It would be somewhat difficult.

Mr. Gillies: Has the ministry followed the developments in England where there are aspects of the enterprise zones and enterprise houses being set up in northeastern England? At this point, I do not know if there are firm results or not. Some of the projects that are going on sound interesting in terms of taking single unemployed youth off the streets and putting them to work in workshops and so on where they actually build up an equity in the enterprise. As a Conservative, I must say that there are some very interesting messages that are being put through in a project like that.

Hon. Mr. Drea: One of the difficulties I have always found, although certainly I am willing to steal from anybody, is that it is somewhat

difficult to compare social conditions outside North America with what is here. It may be acceptable both to the client and to the general public there, but it is quite a radical departure here.

I know that New York State, which has had a chronic problem, and has had it for a number of years because of industry moving out, has been relatively successful with the type of program that I have talked about. I know other states are working in this direction and have a type of social outlook and social values comparable to ours—indeed, the same economic society as we do. As I say, that is one area we would like to look at—I do not know how practical or how feasible it is—but certainly without duplicating it.

5:10 p.m.

If there is going to be formal job training, that is either a federal or a federal-provincial thing, outside of my particular responsibilities, but one of the areas we might very adequately supplement is the utilization of GWA funds for direct employment purposes, particularly with the younger single person. For the older, middle-aged adult I do not think that has either much potential or much possibility. It is an entirely different thing.

Mr. Gillies: I actually think the minister has hit the problem right on the head, in that the type of problem we are talking about, especially in terms of the young unemployed, does not really fall neatly within the mandate of your ministry, does not really fall neatly within the mandate of the Ministry of Colleges and Universities or of the Ministry of Labour and I am wondering if actually some sort of interministerial approach is needed.

Hon. Mr. Drea: Oh, there is. We are now represented for linkage purposes with the Ministry of Labour and with the Ontario Manpower Commission.

I think the important thing that Mme Bégin did was to institute a formal linkage at the federal level. Bear in mind that everything we do in this area has to be shared by the federal government in her Canada assistance program responsibilities as well as in conjunction with federal Employment and Immigration, which has agreements with its counterparts in each one of the provinces. I think in bringing this in that linkage is very significant because at least now we have a vehicle and it is up to us to develop that vehicle.

If the high interest rates and the casualty rate,

not necessarily among the big employers but particularly among the many thousands of small employers, continues it is a very difficult situation, because here you are subsidizing one class of worker who will be employed while the others are falling off. I think we have to move in this particular area in order to break up a dependency cycle, because the recession has been going on for many months and some people have not yet found a job.

Mr. Gillies: If you are as successful with the problem I raised this year as you were with the one I raised last year, I would be well satisfied.

Hon. Mr. Drea: I am not going to be able to lower the interest rates, I'll tell you. I wish I could.

Mr. Cooke: Could I just ask a supplementary?

Mr. R. F. Johnston: If you got more of a raise, you would just turn it over to the boys' and girls' clubs in your riding anyway. What are you bucking for here?

Mr. Chairman: Who is asking the supplementary? Mr. Cooke or Mr. Johnston?

Mr. R. F. Johnston: We are allowed to talk, you know.

Mr. Cooke: I just wanted to ask the minister if he is aware of the problem we have had in Windsor because of Statscan not being able to count the number of people who are unemployed. The requalification period for people to get back on welfare has been up to the maximum of 20 weeks, therefore there are more people on welfare, and of course it costs you more money and it costs the city more money.

I wrote to the Premier (Mr. Davis) and I think I sent a carbon copy to you, I am not sure, but the approach that the municipality is taking, or the mayor's committee on services for the unemployed, is that it would be in your own financial interest to ally yourself with the city and suggest that Statscan is wrong when they say the unemployment rate in Windsor is seven per cent.

I am wondering if you have done anything, or whether you have communicated with the federal authorities to tell them something has to be done. It is ridiculous that people are forced on welfare when they should be able to requalify for unemployment insurance.

Hon. Mr. Drea: We had some informal discussions on it, Mr. Cooke, with the mayor and the finance director.

Mr. Cooke: Mr. Agnew, right?.

Hon. Mr. Drea: Yes. We had some discussions about this last year in the light of the changeover in the Unemployment Insurance Commission regulations. One of the things I drew to the attention of the Minister of Labour at the time was the fact that there had to be some consideration given to some accurate reporting of figures, particularly in the southwestern Ontario region. We were very concerned about it at that point; up until then the accuracy really did not count as much.

I would hope they could come up with a better formula, particularly for those areas, than just a sampling. I think this is a very real difficulty. The sampling may give you an economic overview but when you are down to numbers of weeks on unemployment insurance there has to be a more accurate measure. Statscan will argue that its sampling is correct within the range and so forth, but I do not think it really reflects what is going on in the area.

Mr. Cooke: They even stamp the monthly reports saying the sampling is so small they do not guarantee its accuracy, yet they make decisions with people's lives based on those inaccurate statistics. I believe the estimate just for the city of Windsor is that it is costing the province \$450,000 and the city of Windsor itself \$200,000. It may not seem like a lot of money but \$200,000 worth of property tax is a lot of money.

Hon. Mr. Drea: Yes, it is.

Mr. Cooke: I have dealt with the mayor's committee and they may at some point in the very near future want to meet with you. Joe Cromartin is the chairman and they are putting together a brief asking you and perhaps the Treasurer (Mr. F. S. Miller) as well to approach the federal government again.

If you add the people who are collecting UIC—

Hon. Mr. Drea: I am the wrong person to go, you know.

Mr. Cooke: They are willing to take anyone as an ally.

Hon. Mr. Drea: Thank you.

Mr. Cooke: If you add those who are collecting UIC and those who are employable and are on welfare the statistics show that we are talking 20 per cent unemployment, not seven per cent.

Hon. Mr. Drea: I do not know that it is that high, but it is certainly more than seven.

Mr. Cooke: Yes, it is over 20,000 people.

Hon. Mr. Drea: Your other difficulty is that that sampling does not necessarily reflect those who are underemployed.

Mr. Cooke: That is right. The other question is, I guess, basically philosophical.

Hon. Mr. Drea: It is not only a question for Windsor.

Mr. Cooke: I know.

Hon. Mr. Drea: It is a question for Peterborough; we are very concerned about that area, which is one of the long-term ones.

Mr. R. F. Johnston: That is one of your 10-year examples, is it?

Hon. Mr. Drea: Yes. Cornwall, Peterborough, Russell and Prescott.

Mr. R. F. Johnston: I was wondering about examples.

Hon. Mr. Drea: Sometimes that whole corner gets lost. You can take from Cornwall almost up to the suburbs of Ottawa.

I can elaborate on a couple more. Northeastern Ontario; I know that is a broad stroke, but if you really want to do it you can include almost everything except the municipalities of Cochrane and Timmins, if you really want to go down through the whole area—Kirkland Lake.

Mr. R. F. Johnston: Down as far as and including Sudbury?

Hon. Mr. Drea: No, it stops well north of North Bay. In terms of populations and communities if you could get a definable zone in there it really would not go as far south as New Liskeard but it would certainly spread over into the northern part of the Sudbury district. It is not a very easy thing to define within districts, where many of the smaller mines are gone forever, where much of the forestry industry simply is not operating at present and where there never was a service industry.

Mr. Cooke: Any calculation on the money that it is costing the province as a result of Statscan not being able to count?

Hon. Mr. Drea: No, because those would be long-term chronic cases and they would not be as high. This is what we are asking for; if you have a seven or an eight or a nine per cent constant, with either a stable population or a declining population, that is more significant than the sudden layoff that may take you up to 15 per cent or whatever. Because if you are having a migration of population it is the younger single people just getting out and therefore the job opportunities are eroding much faster than just on the basis of layoffs.

The Peterborough area has been one of those cases. It has not been spectacular like a big plant closing and moving, but it has been a very steady attrition. This probably has not had the notoriety as in an automobile community like yours, but I think it is somewhat comparable to the situation there was in Windsor, say, between 1955 and 1963. Ford did move to Oakville and, by the same token, many of the parts plants moved but no one noticed them except in Windsor.

5:20 p.m.

Mr. Cooke: That is what is happening now.

Hon. Mr. Drea: I think there has to be a better determination now that the UIC has been changed.

In other areas where there is a more liberal interpretation of UIC—and there has to be because there are not the resources there; I am talking about the eastern part of the country and so forth—you do not have to be as accurate, you know the situation and so you are within one point or another. None the less, the benefits are accruing on the basis of the whole area being chronically underemployed. Hopefully we can do something about that, now we have this linkage with the federal minister, with Employment and Immigration, and with ourselves at the provincial level.

There are some other areas. If you want to take young native people we are particularly interested in—

Mr. Cooke: One of the things I think the province should be looking at is the money that was in the last budget to create jobs in the municipalities, which Claude Bennett further announced today. It seems you should first take a look at the UIC—I forget which section it is under UIC—where they will contribute to labour costs as well. Some of our federal cabinet ministers have made statements that they would be willing to match the provincial money with the UIC in order to stretch it and create more jobs.

The aim should be to give the employables who are on welfare enough weeks of work to get back on UIC for the next while. That is what the industry and labour adjustment program is supposed to do. It has been severely hampered because of the Statistics Canada problem; you put them to work for 10 weeks and you now find they have to work 20 weeks.

That may be one way to assist in getting people back on UIC in some of the areas like

Brantford and Windsor. Perhaps you might want to talk to Mr. Bennett about that.

Hon. Mr. Drea: We have never looked at the use of general welfare funds as a method of getting someone back on UIC.

Mr. Cooke: No, I am talking about the funds that Mr. Bennett announced today.

Hon. Mr. Drea: Yes, but I want to emphasize that ours, if we can utilize them, would be on the basis of getting young single people into work situations on a relatively permanent basis.

I think there is a problem building up out there of people who have yet to have a meaningful full-time job. Many of the jobs at which they would have ordinarily been able to gain experience are now being filled by laid-off people who want to get back on UIC, that sort of situation.

I will discuss that with Mr. Bennett and Mr. Ramsay, because Mr. Ramsay has the primary responsibility through the employment commission. We will certainly do everything we can in the southwestern situation and draw it to their attention.

Mr. Cooke: You could really help us by changing the ridiculous rule that says property taxes pay an even 20 per cent of welfare. What welfare has to do with property I have no idea. That would really help.

Hon. Mr. Drea: There are not many municipalities asking that.

Mr. R. F. Johnston: I do not think there is much possibility, either.

Mr. Boudria: They have given up.

Mr. Chairman: I do not think Mr. Gillies has any further questions; he is not here to respond, so we will proceed with Mr. Johnston.

Mr. R. F. Johnston: There are many nefarious effects of long-term unemployment in places like Peterborough, for instance, which meant that I had to leave the area as a young man, come to Toronto, get myself elected and harass the minister in the House. There are many offshoots of this.

Hon. Mr. Drea: I do not think full employment would have kept you in Peterborough, Mr. Johnston.

Mr. R. F. Johnston: I think it would have. I would have loved to stay in Peterborough. Let the record show, Scarborough, I am very happy to be there too.

Mr. Chairman: They may not believe you, Richard. It will come back to haunt you, believe me.

Mr. R. F. Johnston: Let the record show how quickly I jumped in. I loved the area and I would have loved to stay, but many people like myself did have to leave and many others, who did not have the education I had, could not leave. There would be no place to go.

They have ended up on unemployment off and on, much like the minister has said, then on to general welfare; they have had no real long-term jobs for the last 10 to 12 years. Many of my friends from the farming community just north of Peterborough where I used to live are in that kind of position.

I wanted to deal with the general welfare questions and then the family benefits transfer, if I could, which I presume we can all deal with under item 4.

There are a number of things, Mr. Chairman. It has been 18 months since we have had the benefits on general welfare raised directly. The minister indicates today that he is doing a review of the overall situation in general welfare at the moment.

How is it that you expected those people to get by on less in the last 18 months, in real dollar terms, while inflation has been running rampant? They have been held at the kinds of incomes that you list in your briefing book: \$238 a month plus the associated other benefits for an unemployable, \$216 for an employable.

Why is it only 18 months after the last increase that you are saying you are reviewing the situation?

Hon. Mr. Drea: First of all, it is not 18 months, it is from February 1981.

Mr. R. F. Johnston: Seventeen months?

Hon. Mr. Drea: Seven per cent, the same as family benefits.

Mr. R. F. Johnston: And they received another amount—

Hon. Mr. Drea: Yes, family benefits received another one in October.

Mr. R. F. Johnston: That is right. Yet because these people, as you say, generally happen to be shorter term, not long-term pensionable, the distinction you are now making—even with the family, in changing family benefits recipients into the further categories, in moving into the municipal level, the mothers, and so on—

Hon. Mr. Drea: Yes, but the rates are not going to change.

Mr. R. F. Johnston: We will come to that later. However, you do make the distinction; you said that last fall you decided to give the

money to those on the longer term pension and not to consider these people who are on general welfare.

Hon. Mr. Drea: We did consider them. It was the shelter allowance—you said before, directly—the shelter allowance was particularly aimed at general welfare.

Mr. R. F. Johnston: What are the results of the shelter allowance change? Have you been monitoring that on a long-range basis? What is the impact of the shelter allowance program around the province?

Mr. Alfieri: Mr. Chairman, with respect to general welfare assistance the projected cost of the shelter allowance on an annual basis is \$13 million.

Mr. R. F. Johnston: That is a projection of what it will cost the province?

Mr. Alfieri: No, that is the gross amount.

Mr. R. F. Johnston: That is the 100 per cent, not your 80 per cent?

Mr. Alfieri: Yes.

Mr. R. F. Johnston: So 80 per cent of that would be the provincial cost.

Mr. Alfieri: That is based on the experience in the last two months. It will fluctuate because there is a shelter-fuel interface, so the amounts will fluctuate depending on the heating season. Our projection for the shelter per se, the shelter subsidy to municipalities, is for \$13 million.

Mr. R. F. Johnston: How does that compare with what it would be like before the change last year?

Mr. Alfieri: Prior to last November, shelter supplements were discretionary at the municipal level. Some municipalities had them and others did not.

The new shelter subsidy is a mandatory item of assistance, which means those who pay shelter beyond a threshold are entitled to receive 75 per cent of the excess up to a certain level.

The comparison is difficult to make for two reasons, (a) it was discretionary before and is now mandatory; and (b) some municipalities did not in fact provide shelter subsidies or supplements prior to November 1981. Those that did provided much lower amounts.

For instance, a single person was eligible for \$20 maximum, whereas a single person is now eligible for \$50. So it is impossible to make a direct comparison.

Mr. R. F. Johnston: But you know how much was spent, do you not? That is what I am asking.

What was the real amount spent under the old program?

5:30 p.m.

Mr. Alfieri: Mr. Chairman, we could get how much was spent. We do not have it here.

Mr. Chairman: Are you requesting such information?

Mr. R. F. Johnston: Yes, please. That would be very useful.

Mr. Chairman: Would you make it available to all the members?

Mr. Alfieri: Yes, we will.

Mr. R. F. Johnston: You say not all municipalities are obliged to participate in the program. Are they obliged to just stay to the maximum of \$50? How many of them are actually providing that shelter supplement to the maximum of \$50 for a single person?

Mr. Alfieri: The maximum is \$50 for single persons and \$100 for families. They are obliged to provide that amount if the person is eligible for it. The shelter subsidy formula consists of 75 per cent of the shelter in excess of the threshold, up to \$50 or up to \$100, depending on the size of the family. So, if the person is eligible, the municipality must pay. It is mandatory.

Mr. R. F. Johnston: Can you give me an example of how that would work?

Mr. Alfieri: Yes. If a single person's shelter is \$160 per month, the person will receive 75 per cent of the difference between that and the threshold of \$100. That would be \$45. So the shelter subsidy, over and above the basic needs schedule, will be \$45 for that individual.

Mr. R. F. Johnston: And is the threshold \$100?

Mr. Alfieri: For a single person? Yes. For a single person it is.

Mr. R. F. Johnston: So in a place like Toronto where the average rent would be something closer to \$240 or \$250, say, even \$220 for a room—according to the studies I was indicating in my opening remarks, the room registry survey indicated it cost over \$50 a week for a single room and a shared bathroom in the Parkdale area. So, the cost there would be \$220. You would factor out \$220 per month, \$100 threshold, 75 per cent up to a maximum of \$50 and therefore they get \$50 maximum—

Mr. Alfieri: Yes.

Mr. R. F. Johnston:—no matter how high the rent went for an area like Toronto.

Mr. Alfieri: Mr. Chairman, the municipality may continue, if it so chooses, to provide its former shelter supplement over and above our shelter subsidy at local discretion. So the discretion they had in respect—

Mr. R. F. Johnston: And 100 per cent on property tax.

Mr. Alfieri: It would be 50-50 for general welfare assistance recipients and 80-20 under supplementary aid for family benefits recipients.

Mr. R. F. Johnston: How many municipalities are doing that?

Mr. Alfieri: At the present stage, no municipality has elected to provide a supplement over the mandatory subsidy.

Mr. R. F. Johnston: So in a place like Toronto, if someone is out there trying to get a place in the private housing market, the maximum they would be able to get would be \$50, no matter what the income is. The municipality is not participating further, because it is going to cost them 50-50. Is that right?

Mr. Alfieri: Yes.

Mr. R. F. Johnston: Have you done any studies on what this means in average payments? How many municipalities are paying up to the maximum of either the \$50 or \$100? What is the housing reality out there?

Mr. Alfieri: We have not conducted detailed studies of the shelter subsidy program at this stage. It is relatively new. We have conducted studies of the average rents the recipients of shelter allowance actually pay in various localities, what the averages are for the different types of accommodation, but we have not directly related them yet to what the shelter subsidy or supplement provisions are.

Mr. R. F. Johnston: Are they broken down by municipality?

Mr. Alfieri: The data we have, if I can find them, are not broken down by municipality. They are province-wide averages.

Mr. R. F. Johnston: Province-wide averages?

Mr. Alfieri: Yes.

Mr. R. F. Johnston: So you would be factoring in—and this is just for shelter and not for fuel?

Mr. Alfieri: Yes. The average actual shelter payments for various types of housing accommodation.

Mr. R. F. Johnston: Could you table that with us, please?

Mr. Alfieri: Yes.

Mr. R. F. Johnston: I am not clear on the matter of the fuel subsidy. I do not represent a northern area but I have had several calls now from northern areas where a recipient is living in a house where he pays rent plus a separate fuel cost on top of that. It is my understanding they will receive assistance for one of the two, fuel or shelter, up to the maximum, whichever is larger.

Mr. Alfieri: Yes.

Mr. R. F. Johnston: How is that working exactly?

Mr. Alfieri: This is only in relation to the shelter subsidy. The recipient is entitled to the the shelter subsidy amount or the fuel subsidy amount, whichever is the greater, but not both.

Mr. R. F. Johnston: On the fuel expenditure, say someone's fuel expenditure was \$150 a month in the north. I do not know if that is realistic or not.

Mr. Alfieri: Some months.

Mr. R. F. Johnston: Some months. Would it be averaged over the year, or would it be taken only during the months when the problem was—

Mr. Alfieri: It is up to the welfare administrator to decide how it is paid in each situation. Sometimes it is paid on a monthly basis, on other occasions it is averaged because the person may be on an equal billing plan, and so forth.

Mr. R. F. Johnston: Assume the person was not on an equal billing plan and the cost during the heavy months was \$150 a month. How would the equation work for him?

Mr. Alfieri: It could go either way, depending on whether it was averaged or not. If it was \$150, he would be better off receiving the fuel allowance, because the maximum shelter supplement subsidy for that individual is \$100.

The other variation is the fuel. The administrator can pay up to the actual approved cost, whereas the shelter is 75 per cent of the difference. So on occasion, if the fuel is greater, the amount the person receives for fuel would be in excess of what the shelter subsidy provision would be.

Mr. R. F. Johnston: You say you have these results for the last two months. That would be March-April, in terms of the shelter?

Mr. Alfieri: It was January and February and I projected from those two.

Mr. R. F. Johnston: It began in November.

Mr. Alfieri: Yes.

Mr. R. F. Johnston: Are there no statistics available for that total four-month period?

Mr. Alfieri: I do not have them with me, Mr. Chairman.

Mr. R. F. Johnston: In projecting it out for January and February, you believe it will be a \$13-million total expenditure, 80 per cent of which is picked up by the province.

Mr. Alfieri: Yes. This is subject, again, to the variations between summer and winter costs. It depends on how each individual municipality administers the fuel program.

I am really projecting based on the short experience to date. We will not be able to fully analyse the impact until we have 12 months' experience. We will then have witnessed the full cycle. An educated guess tells me the shelter subsidy program will cost us \$13 million.

Mr. R. F. Johnston: Are there any local comparative figures available at the moment for a district like Sudbury: what they used to pay out in average on shelter or fuel assistance compared to what they are now doing? Do you have any of those comparison figures?

Mr. Alfieri: No, but we can get them, Mr. Chairman.

Mr. R. F. Johnston: I would be very interested in seeing that. As you can probably gather from the way I am asking the questions, I want to know what the real impact is on the person who is on general welfare. I want to know whether or not there has been any major change in their capacity to get by in the province.

One of the other things that interested me in what the minister said, Mr. Chairman, had to do with the 10-week average waiting period on general welfare across the province. As discussion developed, you talked about some of the areas where that, in a geographic sense, was not the case. In a place like Peterborough, where there are longer term unemployment problems, I presume the average might be higher.

What other factors are there in that? Have you a breakdown of the categories of people who are on general welfare? Are there numbers of other kinds of people on general welfare who are on it a lot longer than other people? If so, who are they?

Hon. Mr. Drea: Perhaps Mr. Alfieri might want to answer.

Mr. Alfieri: Mr. Chairman, our experience is even though unemployment is high, jobs still do turn around. The able-bodied employables are still, if you will, turning around much less than

the overall average. The general welfare assistance case load is composed of short-term employables, some longer-term employables and then the unemployables who are either there for a period of time because of illness or so forth, or are on their way onto the family benefits program.

Each of these three types of recipients, plus, of course, the longer-term, nonpermanently unemployable who happens to be in general welfare assistance for a long period of time, does have its own time span, but the overall is still about 10 weeks. With the able-bodied, it is much less than that.

5:40 p.m.

Mr. R. F. Johnston: There are two sides of that which come to my mind. One is that a lot of these people, I presume, are likely to get short-term jobs and then be back on general welfare. Is that the case? Do we have information—

Hon. Mr. Drea: Or unemployment insurance.

Mr. R. F. Johnston: Or UIC benefits, if they have been in their job long enough to qualify for them.

Hon. Mr. Drea: The trend is to UIC benefits and then back.

Mr. R. F. Johnston: What percentage of general welfare assistance people who take short-term jobs go back directly to GWA? Do you know?

Mr. Alfieri: We did a recidivism rate analysis about 18 months ago. It was relatively low. We have not done one since. Given the current situation, maybe it is time to take another look at it.

Mr. R. F. Johnston: Do you happen to remember that one?

Mr. Alfieri: No, I am sorry. I know it was relatively low. I was surprised how low it was. But some changes have taken place. It stems specifically around UIC and the economic situation. It may be slightly higher, but I cannot say, Mr. Johnston.

Mr. R. F. Johnston: All right. There is the other side of things in terms of the people who are not qualifying for PUE for various kinds of reasons, and who are on GWA benefits for longer. That includes some people who are applying for family benefits for other reasons.

I have had examples of people who were on GWA for several months waiting. The impact on those people who receive a much lower rate of income than they could get under family

benefits must be quite extreme. Have you done any studies of that, given that the priority of the government has been for people who have longer need? How do you get by on \$100 less a month if you are a mother who has to wait several months to receive family benefits?

Hon. Mr. Drea: We would like to know why you wait for several months.

Mr. R. F. Johnston: There is that question as well. I am wondering what the impact is on those people.

Hon. Mr. Drea: We have some who are listed technically as waiting but still have not exhausted their unemployment insurance. They are continuing right on. It is all processed by us, but there is still a UIC entitlement. The moment the UIC entitlement runs out, they go on family benefits.

We have told the municipalities, particularly the larger ones, that we want to look at their case load. We want to know why someone has been on general welfare assistance for a prolonged period of time.

We have a joint study in Metro. They raised the point that they had had someone for seven years. We want to know why, because you really should be a provincial case long before seven years have passed. There are, I suppose, some grey areas that might affect a small number of people. Okay, that should be handled in a specialized manner. But general welfare assistance was never intended, never designed or anything else, for a prolonged period.

If there are no jobs in the area then I think there are both provincial and some other social responsibility areas in there. But we do not find—and Mr. Alfieri may correct me—a preponderance of prolonged GWA cases even in those chronically depressed areas. One way or the other they tend either to move into employment, probably by moving or going further, or they have fitted into a provincial or federal program. It is still social assistance, or social capital, if you want to put it that way, but it is not GWA.

If someone is waiting for a very prolonged period of time, we really want to find out why. Even if you are going to be a long-term case it will take 90 days, 120 days at the most. Those are the difficult ones. It is much faster for the very clear cut cases.

Sometimes there are people who have not qualified for vocational rehabilitation, who are still floating. That is a difficult area. There may be some things in the future that would alleviate

that. There could be a clearer cut distinction that the person really may not be eligible for vocational rehab, but he should not be treated as a limbo case pending.

I do not want to be too long because these two gentlemen have to go to Thunder Bay tonight.

Mr. R. F. Johnston: Let me ask a couple more questions on income maintenance and get it out of the way if I can.

Where do you stand on the 10 per cent increase in the Metro social services report that came out yesterday, I believe it was? What is your reaction to the suggestion that 10 per cent is due to—

Hon. Mr. Drea: As I said before, we are reviewing the entire matter. I do not know why they would come up with a 10 per cent figure in isolation, that is all. It is as good as any figure.

The only thing that bothers me about it is traditionally, or at least on the last couple of times around, the universal increase has been in the area of 10 per cent. I am not too sure that when we are done with GWA it might not be a higher than average figure, because we are looking at a different GWA situation.

As I say, I do not know how they arrived at their figure, but I am interested in their report.

Mr. R. F. Johnston: I was sounding you out to see what I am supposed to expect in the months to come.

Do you accept the analysis of the loss of income of people on general welfare assistance that I used, reporting social planning council analysis, in terms of 1975 to 1982?

Hon. Mr. Drea: I think we can give you a graph that can measure it a little bit differently. There is no question that none of the social assistance benefits, payments, transfer payments or anything else over that period of time has kept pace with inflation. It is not just something that is on GWA. With family benefits perhaps it is not as much, but none the less they have not kept pace.

I do not think there is ever going to be a time, Mr. Johnston, when social assistance payments of any description will really keep pace with inflation.

Mr. R. F. Johnston: Do you not think that should be a priority?

Hon. Mr. Drea: I think you can look at it in any other dimension and say that everything should be indexed to inflation. I mean that is really what you would have to do. I am talking about all transfer payments; I am talking about everything.

Mr. R. F. Johnston: I am talking about within that. Surely one can make adjustments and make priorities for people who are living at the lowest levels of income in the society. Surely that should be a priority.

Hon. Mr. Drea: Yes, it is a priority, but there are priorities within that category and that is why we went to the selective rather than the universal, because my feeling on the universal was that it did not meet our universal needs.

For instance, of what value to someone living in Ontario Housing is an increase based upon average rentals across the community? It really is not much of a benefit. It is a paper transaction. But to the person out there renting in the private market, if we go up 10 or 12 or 15 per cent, immediately the rent is raised by that amount of money.

Mr. R. F. Johnston: That is the case in Metro housing too.

Hon. Mr. Drea: No, not necessarily, but if it is, it is based upon income.

Mr. R. F. Johnston: It is always very aligned with the recent increase that they receive; at least that is what I tended to notice. I understand that argument, but on the same side of things, I look at us as a society or ourselves as a government that has just decided it is a priority in a selective basis to give the doctors a very major settlement of an average of \$13,000 this year increase, and yet you are saying we have to be selective in terms of how we increase our money to the people at the bottom end of the scale. We did not make the distinctions between the specialists and the general practitioners. We gave them a blanket amount and they all did damned well out of it, and yet general welfare recipients last fall sat back hoping that the shelter allowance would make up some difference, but did not receive any increase in their basic benefit. Those seem to me to be skewed priorities.

5:50 p.m.

Hon. Mr. Drea: No, I do not think so. I think you are comparing two different situations. However, whether the doctors had a major increase, a small increase or no increase certainly has no bearing on my priorities at all. I have to look at the reality of the general welfare assistance situation out there in a very changing time, and that is exactly what I am looking at now.

Last year the big demand from the municipalities was that shelter subsidy, particularly the harder hit ones. It was costing them a great deal

of money to provide it on the discretionary program.

Mr. R. F. Johnston: We were talking about having \$13 million—not all provincial money—and 80 per cent of that coming from the province to meet that need. At the same time, you have just given out, or are in process of giving out, many hundreds of millions of dollars to doctors.

They may be apples and oranges but they are still fruit, and there is a real distinction between the way the government is moving in one area and in another. I think you have been given a wonderful weapon by the cabinet decision to pay the doctors this amount, to say, "What about my people whom I am responsible for in Community and Social Services?" and to go for much more than the 10 per cent for the general welfare people at this point.

Hon. Mr. Drea: As I say euphemistically, Mr. Johnston, I am reviewing. I think people can read between the lines.

Mr. R. F. Johnston: Well, I am. I am straining my eyes to see what I can read between the lines.

On housing, does the statistic of 40 or 41 per cent for public assistance recipients in the private housing market pretty well carry across each of the kinds of public assistance that is being received in the province, or are there groups that are more in one kind of housing than in another?

Mr. Alfieri: With respect to the family benefits program, there are 41,912 that rent and 9,618 that own. In respect of Gains, there are 2,857 renting and 2,459 that own for a total of 5,316. The grand total is 56,846, which is 25 per cent.

Mr. R. F. Johnston: It is about the average then.

Mr. Alfieri: All the others board with their relatives.

Mr. R. F. Johnston: When you talk about rent, are you talking about renting from the private market?

Mr. Alfieri: Yes. This is private market housing accommodation.

Mr. R. F. Johnston: I find it mind boggling that it is that high a percentage, given the cost of public housing and the amount of money that is available in terms of shelter cost.

Hon. Mr. Drea: There are areas where there is not terribly much public housing.

Mr. R. F. Johnston: What is the situation in Metro, for instance? Is there a major geographical distinction or distinctions?

Mr. Alfieri: I am sorry, all I have are the province-wide figures. I do not have the other ones.

Hon. Mr. Drea: I would tell you on an educated guess, and when you are taking Metro into account you are really also taking the horseshoe area.

Mr. R. F. Johnston: Yes. If you were to take the central region and the horseshoe, would you think that the percentage would probably be lower than in the private market?

Hon. Mr. Drea: Oh, yes.

Mr. R. F. Johnston: I would be interested in knowing what the statistics are.

Hon. Mr. Drea: Particularly in family benefits, because there is a priority given to family benefit recipients in public housing.

Mr. McDonald: There are about 30,000 family benefit and GWA recipients in Ontario public housing.

Mr. R. F. Johnston: It is really quite phenomenal to think of how those people are getting by in the private rental market, especially in a place like Metro, where the prices are so high.

On the work incentive program, I notice that the number participating is 1,690 compared with 1,122 last year. In total there is a large percentage increase. The total numbers on the work incentive program are probably not as many as you would like to see.

Hon. Mr. Drea: It also reflects something else. There has been a fair drop-out rate.

Mr. R. F. Johnston: That is what one of my questions was.

Hon. Mr. Drea: We are very concerned about it because it does not come from dismissals or from illness; it comes from personal reasons. Then there is a comeback after a period of time. That is not really what the program was intended to do.

Mr. R. F. Johnston: Some of us predicted that might be possible. I do not know if you have all of these things in what you are going to say.

I want to know how many had been off and on, how many of those in the 1,122 are part of that 1,690 this year, and what average income those people are getting. Is that a factor in terms of the personal reasons given, that they are ending up in the kinds of jobs they do not feel very encouraged about staying in?

Hon. Mr. Drea: "Personal" means personal, literally, no trouble with a job, no trouble with an employer.

Mr. R. F. Johnston: We could table these if you want.

Mr. Alfieri: I have some of the answers.

With respect to the numbers appearing in any one month, those are the numbers receiving Win assistance that particular month. Win is a fairly dynamic program, as has been mentioned. There is a fairly high degree of turnover. The monthly numbers should not be perceived as being the total number of recipients that participate. There are many who, upon securing employment, receive a level of wages exceeding the Win rate and are therefore not eligible. There are also others who do turn over fairly quickly.

I have some statistics that will provide an indication of the new and terminated cases for the last 12 months which I would be happy to table.

Mr. R. F. Johnston: Great.

Mr. Alfieri: I do have the average levels of earnings and the average levels of Win allowance they receive, but I do not have it with me. I will be happy to have it tabled tonight or tomorrow.

Mr. R. F. Johnston: I would appreciate that.

Mr. Chairman: Will you be continuing on this item, Mr. Johnston?

Mr. R. F. Johnston: I am afraid that one thing I wanted to get to, and which we did not have a chance to, is the family benefits transfer. I had some questions and the minister might deal with that.

Hon. Mr. Drea: I can answer that.

Mr. Chairman: Shall we carry it, or do you have some questions on item 4?

Mr. R. F. Johnston: I would like to continue that today.

Mr. Chairman: I would like to remind you that the allocated time left is three hours and 15 minutes. It is up to the committee to decide whether we should resume our meeting at 8 p.m., as on the Order Paper.

I would be suggesting 7 p.m., which means a very quick supper, and then we could finish by 10:15, or we could start at 7:15 p.m. or 7:30 p.m. Do you feel that 8 p.m. is fine? We may find ourselves here at 10:30 unless you want to go until 11 p.m. with about a half hour left.

Mr. Boudria: I would rather do that.

Mr. Chairman: It is up to the committee whether you want to cover the allocated time of five and a half hours remaining today. Do you want to leave earlier? Do you want to resume the meeting at 7 p.m.?

Mr. Gillies: Mr. Chairman, I would rather come back at 8 p.m., and if it has to go on until 11 p.m. or so—

Mr. Chairman: Do you want to decide to proceed from there?

Mr. Boudria: Eleven o'clock is fine with me.

Mr. Chairman: All right. We will resume our meeting at 8 p.m. in the same place.

The committee recessed at 5:59 p.m.

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From the Ministry of Community and Social Services:

Alfieri, D., Director, Operational Support Branch

McDonald, R. M., Deputy Minister



Ontario LEGISLATIVE ASSEMBLY

No. S-5

Legislature of Ontario Debates

Official Report (Hansard)

Standing Committee on Social Development

Estimates, Ministry of Community and Social Services



Second Session, Thirty-Second Parliament

Monday, May 31, 1982

Evening Sitting

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Monday, May 31, 1982

The committee resumed at 8:04 p.m in room 151.

ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES

(concluded)

Mr. Chairman: I see a quorum.

On vote 3102, adults' and children's services program; item 4, income maintenance:

Mr. R. F. Johnston: Mr. Chairman, I wanted to deal with the matter of transfer of single-parent recipients of family benefits to the municipal level. The kinds of questions I have will not be technical questions for which we would need staff. They are the kinds of things to which the minister would be able to respond.

The last I heard from anyone in the ministry there was a range of potential pilot projects, between three and 12, as I recall. Can you tell me where we are at the moment on that?

Hon. Mr. Drea: About there.

Mr. R. F. Johnston: About that range, from three to 12? Cannot it be narrowed down any more than that?

Hon. Mr. Drea: I think from about eight to 12.

Mr. R. F. Johnston: Eight to 12?

Hon. Mr. Drea: Eight to 11.

Mr. R. F. Johnston: Are any of those within the boundaries of Metropolitan Toronto?

Hon. Mr. Drea: No.

Mr. R. F. Johnston: I wondered if I could ask about that. It had been thought for some time that Etobicoke might be one of the test projects.

Hon. Mr. Drea: No, I do not know where that came from. I was very specific last year that it would be very difficult to do a test of integration in Metropolitan Toronto. You get more meaningful measurements elsewhere.

Mr. R. F. Johnston: As I recall, there were negotiations or discussions though, between the—

Hon. Mr. Drea: Oh, everybody wants to be in on it, yes. They all advocate being in on it, but in a test of full integration, it would be very difficult to achieve anything in Metro Toronto without splitting it off. I do not know how you

could really get a test of integration by taking even a borough because of the mobility factor and some other—

Mr. R. F. Johnston: So it did not have anything to do with the kinds of qualifications of involvement the Metro neighbourhoods committee put on?

Hon. Mr. Drea: No, Metro may have suggested Etobicoke at one time, on the grounds that it took in the lakeshore and it was rather a full area, but that was a long time ago.

Mr. R. F. Johnston: So the fact the neighbourhoods committee on January 4, 1982—

Hon. Mr. Drea: The what committee?

Mr. R. F. Johnston: I think it was the neighbourhoods committee; let me just make sure of this.

Referring to the report from December 8, 1981, the neighbourhoods committee had a whole series of things it would have liked to see included. I wonder if you could indicate to me whether or not these items are going to be involved in the pilot projects coming up.

The committee suggested it would only do it "if the province funded 100 per cent of all indirect program costs, work activity, counselling, day care, etc., related to these cases." Is that factor being accepted in any of the pilot projects at the moment?

Hon. Mr. Drea: I think it is a factor that there will be no change in the funding arrangements for the test period for which we will be paying.

Mr. R. F. Johnston: We will be paying 100 per cent?

Hon. Mr. Drea: Yes.

Mr. R. F. Johnston: For those?

Hon. Mr. Drea: How else would we pay?

Mr. R. F. Johnston: I just wanted to be certain.

Hon. Mr. Drea: Well, there are case loads. I think your problem is—

Mr. R. F. Johnston: Even the indirect program costs?

Hon. Mr. Drea: No. I think your problem is that somehow there is the impression we are going to put these people on to general welfare

assistance, they will get a lower rate and the municipalities will pay 20 per cent. That is not the fact at all.

Mr. R. F. Johnston: For the pilot period, I presume.

Hon. Mr. Drea: No, they are family benefits recipients. They have the same criteria to become family benefits recipients as they always would. The payment is as always.

Mr. R. F. Johnston: Just to be clear on that, that would mean the program costs for the cases identified as FBA referrals to us would all be picked up 100 per cent?

Hon. Mr. Drea: If they were eligible for FBA, yes.

Mr. R. F. Johnston: Right. What about the indirect program costs? That was one of the first ones I mentioned—work activity, day care.

Hon. Mr. Drea: We would pick up anything we have now. If you are getting into day care it is 80-20, the same as it is now. That is not a 100 per cent provincial contribution.

Mr. R. F. Johnston: The request was that it be so. I presume that would not be acceptable and we will not be seeing that in the other pilots.

Hon. Mr. Drea: We are not changing rates. Let us put it this way, we are not changing financial responsibility because it would be ludicrous to do so. I am quite sure it will change, but the issue is still in doubt. If you are doing a test you cannot alter the financial arrangements, because otherwise it is not a fair test.

Mr. R. F. Johnston: That would mean all the administrative costs involved would be assumed 100 per cent?

Hon. Mr. Drea: Yes.

Mr. R. F. Johnston: I am not exactly sure what this means; maybe Mr. Barnes or you could say: "The province would fund 100 per cent of all special assistance costs related to these cases."

Hon. Mr. Drea: No, I do not think we would alter them. Special assistance is the 50-50 arrangement, but in Metro, quite frankly, that is really not much of an issue.

Mr. R. F. Johnston: It is just that they put it down as one of the conditions.

Hon. Mr. Drea: It is different elsewhere in the province. I think some of the things they have in there came from other municipalities that were throwing them in. Special assistance traditionally has been that 50-50 area.

Mr. R. F. Johnston: For a new person applying for FBA in a pilot—

Hon. Mr. Drea: He would be treated exactly as now.

8:10 p.m.

Mr. R. F. Johnston: As now?

Hon. Mr. Drea: Yes.

Mr. R. F. Johnston: Therefore the demand from Metro which mentioned "the acceptance of all appropriate cases for 100 per cent funding within one month of application for assistance," would not be something you would be willing to guarantee?

Hon. Mr. Drea: It depends how long it takes to put someone on FBA. We are not changing anything. Besides, Metro is not involved in the integration. What you are asking is rather academic.

Mr. R. F. Johnston: It is academic in a sense, but since these things are not seen to be appropriate, I am wondering. You say they did not bear any weight in the decision not to get involved with that?

Hon. Mr. Drea: Oh, no. Listen to me. From day one we made it very specific that Metro would not be involved in a full integration. They wanted to be; there was no question about it. From the moment I spoke at the Ontario Municipal Social Services Association convention last year, Mr. Tomlinson, who was in charge at the time, was very interested, along with many others.

We made it very plain that to get a test market for a full integration—one that was very difficult to do in Metro—we would bring Metro into it within a reasonable period of time. I pointed out that it was not going to be a pilot project, that we would not wait 18 months to measure the full results of it. If it appeared to be working, we would bring others in on a phased basis.

Mr. R. F. Johnston: When will we know who the eight to 11 are?

Hon. Mr. Drea: Soon.

Mr. R. F. Johnston: How soon?

Hon. Mr. Drea: Before the end of the session.

Mr. R. F. Johnston: Before the end. The last time you said "before the end of the session," we got the announcement the next week.

Mr. Boudria: The next day.

Mr. R. F. Johnston: In the next couple of days.

Hon. Mr. Drea: Come in at two o'clock tomorrow. One never knows.

Mr. R. F. Johnston: I am there most days, I have to admit.

Hon. Mr. Drea: You usually make my announcements for me.

Mr. R. F. Johnston: I try to be up on things, as they say.

Hon. Mr. Drea: Only on long weekends.

Mr. Barnes: Mr. Chairman, one of the important points to make is that the ministry, from the very first day of the announcement, was talking of functional integration to see how we could administer it more effectively, and so on. It was Metro that came back with some suggestions about program integration which I think led to the confusion, particularly in the Etobicoke area, about the mothers being transferred to general welfare assistance, which was absolutely removed from any intention we had in trying to get a better functional integration for the administration of the two programs.

Hon. Mr. Drea: Part of that, too, was that the Ontario Municipal Social Services Association put out some criteria in the fall in which they initially approached it as if it almost was going to be a GWA case load, even though we had cautioned them it was not.

Mr. R. F. Johnston: What case load level will you be expecting the workers to handle, there being such a large difference between many GWA and FBA case loads?

Hon. Mr. Drea: Not if you take off the unemployables. It is not too far off.

Mr. R. F. Johnston: I am sorry. Are you saying they will be expected to pick up the present FBA employable load that your workers are presently carrying?

Mr. Barnes: Yes, it will be about that. We visit the permanently unemployable much less frequently, once they are established as permanently unemployed, the disabled. We reckon on a case load of about 150 purely sole-support mothers.

Municipalities are working with anything from 93 to about 125 or 130 at this moment. They visit more frequently. They have a much higher case request than we do. When you take all that into account, we believe that 150 equates to about 100 to 110 on a GWA case load, based on work. We would be looking at about the 150 mark for the FBA sole-support mothers as a case load.

Hon. Mr. Drea: Remember that most of these people have a history or a narrative. However, with many of the municipal case loads it is the first time they have even made a house visit, which of necessity is a little bit different.

Mr. R. F. Johnston: You are making a judgement about what could be handled. Did you base that on your work load indicator survey or study?

Mr. Barnes: That is not completed yet. It is based on our experience and it will be a basis on which we will be talking to the municipalities in terms of what we think is adequate based on our knowledge and based on the knowledge of people most intimately connected with it.

Mr. R. F. Johnston: Does that include the change in the decentralization and the phase 1, phase 2 side of the family benefits worker's work load?

Mr. Barnes: Yes.

Mr. R. F. Johnston: Did that include a realistic inclusion of the phase 2 work that was done?

Mr. Barnes: We think so. We were looking at a case load average of 250 across the province, depending upon mix, geography and many other things. Based on that 250, we reckon that if someone was doing nothing else but sole-support mothers, 150 would be a realistic figure. The PUE figure is higher than that; I cannot remember the figure offhand, but it averages out at about the 250 mark.

Mr. R. F. Johnston: You are no doubt aware of the complaints about the work load indicator study from members of the family benefits staff around the province.

Mr. Barnes: Yes.

Mr. R. F. Johnston: What is your response to some of their concerns with the way that has been operated, in recognizing the roles they presently play?

Mr. Barnes: The basic complaints have stemmed from a small number of people. That is the first point to make. We looked at it in response to their article on "People First." That was specifically skewed to problems at one end of the spectrum in terms of the totality of what we have to work with.

We genuinely and sincerely attempted to work with them in looking at the case loads and the work that went into it. I was personally very interested in finding out exactly what the clerical factor was in phase 2 decentralization.

I do not think anyone who disagreed that getting the decision out to the field was a first-class move. The problem was, what impact did that have in clerical terms? The whole object of this exercise was to find out what the clerical work load was.

There were two phases to it. The first phase

was to attempt to define methodology. There was some misunderstanding by some of the members of the Ontario Public Service Employees Union who saw the first phase as being a definitive statement of what the work loads were. It was not. It was an attempt to establish methodology.

We cleared that up and what we have been continuing with is the actual methodology that we tested on a much more comprehensive basis. I and the staff—we are going to discuss it with the staff—are waiting to see what the results of this are and they will have to judge for themselves how realistic it is. But I want to see the results and I will be perfectly prepared to discuss them at that time.

Mr. R. F. Johnston: Are we likely to see the shift? I gather we are likely to see the shift before those discussions are under way and completed.

Mr. Barnes: What? To the municipalities?

Mr. R. F. Johnston: Since the beginning of the pilot projects.

Mr. Barnes: I am hoping to have the report on the work load in by the middle of this month. I hope we would be discussing it with staff within the next six weeks and looking at the effects. We will have the results before the shift takes place.

Mr. R. F. Johnston: Can those be tabled? At what sort of stage can they be tabled?

Mr. Barnes: Obviously, I would like to see how good the report is first and to make sure it is valid. But once it is valid, as far as I am concerned, it is going to be up for general discussion. Our staff will be seeing it so I have no problems with tabling it.

Mr. R. F. Johnston: All right, but it is quite possible that the pilot projects will be begun or the locations will be announced prior to—

Hon. Mr. Drea: But no work done.

Mr. Barnes: No physical work done.

Mr. R. F. Johnston: No work done. When do you expect the actual physical work of the changeover in the pilots to occur?

Hon. Mr. Drea: Oh, within a few weeks after an announcement about which areas are going to be involved. You have to sit down with each particular area and work out the specifics of it. There have been no formal negotiations. There have been a great many discussions. As I say, everyone wants to be in on it. Everyone is putting his best foot forward.

Unfortunately, although we kept it very general, a number of areas have some erroneous

ideas about the specifics. We certainly want to discuss it on a very formalized basis.

I do not think there would be much of a problem, but we have been at it for a year. People have been suggesting a great many things. We have been looking at a great many things. We would like to get down to a very formal mechanism: "Okay, A, you can be involved. You have wanted to be involved. Now here are the terms and the criteria, and so on. Here is the duration of it. Here is what is expected," and so forth.

Mr. R. F. Johnston: What arrangements are you presuming will be made for your FBA staff in these pilot areas? Do you see the FBA staff member as being the equivalent of a general welfare worker in most areas and therefore transferrable?

Hon. Mr. Drea: Oh, no. They are only going to deal with FBA cases.

Mr. R. F. Johnston: That are transferred?

Hon. Mr. Drea: That are transferred. Remember, the nonemployable are not going to be integrated.

Mr. R. F. Johnston: Right.

8:20 p.m.

Hon. Mr. Drea: They are going to remain exactly as is. For purposes of the test, the people are not going to work on general welfare assistance. They are going to work on the family benefits aspect. I do not mean to say they will not take an application.

Mr. R. F. Johnston: Say you have an area with an FBA case load now and a certain percentage of these cases will now be transferred. What happens to the workers who are at present looking after those cases?

Mr. Barnes: I think I can be excused a slightly romantic phrase. I really do see it as a voyage of discovery. It would be a great mistake for us to assume we have everything cut and dried when we are starting. The whole object of the projects is to work with the municipalities to see if there is a better way.

The workers themselves would functionally have a responsibility to a local municipality, but from the point of view of pay, day-to-day discipline, basic reporting relationships and union membership, nothing changes. In other words, they will continue to be civil servants, working out of the municipal office, or whatever is most convenient in terms of space and the arrangements that can be made.

Using that situation we can identify the extent

to which functional integration is genuinely possible and the extent to which we get genuine advantages out of it in terms of client, paper response time, combination of files, or whatever the case might be, particularly in the area of transfer from GWA to FBA.

Mr. R. F. Johnston: I have a letter from a family benefits worker who works in one part of the province, who presumes this transfer is going to take place after the pilots go through. She applied back to her old home town of Welland and asked, "When this takes place I would like to be considered when your roles expand and you will be hiring people." She was told she was not qualified to be a general welfare worker in Welland even though she had seven years' experience with your ministry.

Hon. Mr. Drea: On what basis?

Mr. R. F. Johnston: On the basis she did not have her Bachelor of Social Work, and her work-related experience was not sufficient. This is not going to be a problem during the pilots, I gather, because you are not going to be transferring the employees.

Mr. Barnes: One of the objects of the pilots will be to ensure it would not be of the problem after them as well.

Mr. R. F. Johnston: And you are sure of that?

Mr. Barnes: Yes.

Mr. R. F. Johnston: That is a concern of some of the workers. As I say, I have this one letter which I was quite stunned by, given the fact she has seven years of experience.

Mr. Barnes: Clearly it is not going to work if we are irresponsible with our own staff. None of us has any desire to be in that sort of situation. Given an issue like that, it is the very sort of issue we wanted to sort out and solve before we went into any functional integration whole hog.

Hon. Mr. Drea: Niagara now has the policy they will not hire without a BSW?

Mr. R. F. Johnston: That is essentially what they are saying.

Hon. Mr. Drea: Essentially, or?

Mr. R. F. Johnston: I do not have it with me. I will be glad to send you a copy.

Mr. Barnes: I would like to see it.

Mr. R. F. Johnston: Essentially, "it is our policy to hire minimum BSW," something like that. I cannot remember the wording exactly, but that was the effect of the letter.

Realizing we are really strapped for time, I

will wait to see what the announcement is and then we will have other direction in the house.

Mr. Chairman: If there are no further questions on item 4—

Mr. Boudria: I have one or two more questions. I will try to be brief.

Mr. Chairman: Fine.

Mr. Boudria: One of the things I wanted to ask the minister is the following. Last week a number of members of my caucus were in Sudbury and Thunder Bay on a youth employment task force. While we were in Sudbury we visited a place called a resource retraining centre. This place is a facility funded by your ministry. I may have the name incorrect but that is what I thought the correct name was, the Sudbury and district resource retraining centre.

Mr. Barnes: A work activity project, was that it?

Mr. Boudria: Yes. The unfortunate thing about that place is that on the day we were there it was going to be shut down, apparently by the same group who last week suddenly shut down the council that Mr. Laughren was discussing.

Hon. Mr. Drea: Yes, that was part of that project. The district welfare council.

Mr. Boudria: Yes, that is what it was called, I am sorry.

Hon. Mr. Drea: We had an agreement with the district welfare council that we would provide 50 per cent of their funds provided they wanted to continue that project. That was two years ago. They served us notice this spring, as Mr. Laughren indicated, that they did not wish to continue. That is one of the projects that will, I presume, terminate because of the local decision.

Mr. Barnes: It is not an ineffective project. It is one of those decisions the social resource council exercises only too often.

Mr. Boudria: It is very disappointing.

Hon. Mr. Drea: Yes, I know, but it was a municipal decision.

We had two. We had one in the region of Waterloo and they are continuing. These were originally pilot projects. At the end of the pilot projects we said we would continue with 50 per cent of the funding providing the municipality or the local group wanted to continue. The one in the Sudbury area, for a number of reasons we went into last week, served us notice they did not wish to continue.

Mr. Boudria: In any case, this particular

retraining centre, as I understand it, was dealing with the chronic unemployed. One of the criteria was that you had to be on the welfare roll for something like a minimum of two years before you would qualify. They had, I understand, a success rate of something like 40 per cent in reintegrating workers into the work force.

Hon. Mr. Drea: You do not have to talk to me. You were there. It was purely a local decision. This is what is bothering Mr. Laughren and this is what bothers me. There is no way we can impose our will on them. There were discussions up there about the nature of this project, the validity of it, and so forth.

Mr. Boudria: I still thought it was worth mentioning to you again, recognizing of course—

Hon. Mr. Drea: Did you talk to the local people while you were there?

Mr. Boudria: Not the municipality, no.

Hon. Mr. Drea: Not the municipality, the district.

Mr. Boudria: Yes, but I understand there is a strong municipal influence and that is the cause of the whole thing. At least that is what I am led to believe. The reason I mentioned it is to illustrate, from what we as caucus members have seen, our support for what we consider to be a worthwhile venture. I thought you would want to know that.

Hon. Mr. Drea: Yes, but I want to reiterate my 50 per cent is there. If they want to start up again tomorrow or next month, if they want to reconsider their move, my 50 per cent is still there.

Mr. Boudria: Okay. I have two more questions. This one we dealt with in my opening statement—actually I think the minister dealt with it in his opening statement, rather than myself. This is the matter of the Sole Support Parents Coalition and the communique they have sent to all members of the Legislature. I am sure you are aware of that communique. It concerns itself with placing the sole-support mothers on welfare. You explained this and, of course, that is not what is going to happen.

Recognizing that, last weekend I was at a conference in Ottawa and there are still groups, notwithstanding what you mentioned the other day, that are still concerned that is what it will end up being in the long term. I wanted to know if you could perhaps re-emphasize the assurance that will not happen.

Hon. Mr. Drea: All right, I will re-emphasize that it will not happen. It is categorically untrue that we are dropping them to a lower rate, that we are putting them on general welfare assistance or that we are putting them back into municipal welfare at all.

Mr. Boudria: And this holds the same for the long-term basis as well?

Hon. Mr. Drea: Yes.

Mr. Boudria: Okay. One final thing, and this relates again to family benefits in this case. A letter was sent to me by a lady from Windsor, Ontario, a Mrs. Kasenberg. Mrs. Kasenberg is a family benefits recipient. She rents a small apartment in her home for \$110 a month and that amount is deducted now from her cheque. Mrs. Kasenberg tells us in the letter that if she were employed, making \$140 a month, that amount would not be deducted. But because she happens to have a small bachelor apartment upstairs in her house, it is not qualified the same way.

I am just wondering why, because there is still an amount of work required on her part, rental generating \$110 income is viewed differently from \$140 of employment income? Is that just a local decision that was taken to that effect?

Hon. Mr. Drea: No, as a matter of fact, if it was boarder income it would be treated differently. There has always been a line drawn where if you were renting, and in effect were a landlord, the boarder or roomer income has always been treated a bit differently. The question of actually renting out premises such as an apartment has always been treated as an income proposition, because of course she can deduct that from taxes or whatever. It is a business proposition.

8:30 p.m.

Mr. Barnes: There is some allowance for exempt boarder income and I would have to know all the details of her case.

Mr. Boudria: This is an apartment.

Mr. Barnes: It is not a boarder?

Mr. Boudria: No. The minister has just said that if it was a boarder it would not present a problem.

Hon. Mr. Drea: It is very difficult to exempt a landlord-tenant relationship.

Mr. Boudria: Even if the amount is below \$140 a month? It would seem that this is a small space at that kind of price. You would wonder if in fact it constitutes rental income as is normally

associated with a regular landlord-tenant type of situation.

Hon. Mr. Drea: The difficulty is that it is an apartment. It is a little bit different. We can take a look at it to see what she means by an apartment, whether it is self-contained or really is a room.

There has always been a great deal of tolerance, if you want to call it that, where it is a boarder or a renter. In fact, it has been somewhat encouraged. However, when you get into an apartment or a self-contained type of thing, then you are in a different ball game.

If you like, we can take a look at it and see exactly what the physical premises are and what the relationship is. I think we could take a look at it on the basis that it obviously cannot be much of an apartment for that amount of money.

Mr. Boudria: That was my whole point: for less than \$140, in this case \$110 a month. I recognize that the economic situation being what it is in Windsor, perhaps the price of that unit is depressed as well. I am not sure. I am not familiar with the Windsor area.

Hon. Mr. Drea: Maybe Mr. Cooke is. Do you agree with that?

Mr. Boudria: Perhaps he is more familiar with that than I am.

Mr. Cooke: There is an eight per cent vacancy rate.

Hon. Mr. Drea: There is not terribly much depression on the scale of things. You can get an apartment for \$120?

Mr. Cooke: This must be a very small one. There are lots of them available.

Hon. Mr. Drea: We will take a look. You have to understand that there has to be a difference. I do not think we would want someone renting out five apartments, claiming that they had no income other than those apartments and therefore were entitled to social assistance.

Mr. Cooke: Yes. The point I am trying to make is that up to \$140 a month is deemed to be a small income from work outside the home. In the case of renting part of your premises, surely that \$110 a month must be equally small, if I can use that phrase.

Hon. Mr. Drea: Your problem is that you are getting into a landlord-tenant relationship, which is a little bit different no matter what the amount. If it were a boarder or a renter or it was not self-contained or something like that, okay, but I think we would want to take a look at that.

Mr. Boudria: In other words you are saying that the tax deductibility of the expenses incurred in having—

Hon. Mr. Drea: If you are renting someone an apartment, and by definition an apartment is self-contained, you are in a little different situation than renting to a friend, a neighbour, a boarder, or what have you, a room. As I say, we will take a look at it.

Mr. Boudria: I have one last question on the same constituent before we move on to the next vote. This person has informed me as well that an interpretation was given as follows.

Her son will be studying at McGill University and intends to go back home as frequently as possible. Needless to say, that would probably not be every weekend, but for all intents and purposes he will not be changing his address. They have told her that, notwithstanding that, even though he is studying at the university, he will be deemed not to be a resident of that place and she will lose her benefits.

Hon. Mr. Drea: He will be domiciled in the province of Quebec.

Mr. Boudria: During the week, yes, of course.

Hon. Mr. Drea: You said he is not coming home every weekend?

Mr. Boudria: I assume not. I do not know that for a fact. I asked, "Will he continue to be resident at your place?" She said, "Well, yes, in the sense of the word."

Hon. Mr. Drea: You are asking for an allowance for a student not domiciled there. If he was home all the time, obviously he incurs some food and some other bills from it, but this way he is being—

Mr. Boudria: Where do you cut that line?

Mr. Barnes: There is another factor here, too.

Mr. Boudria: What constitutes living at home and not living at home?

Mr. Barnes: She gets an allowance based on his being dependent. If he goes to university, he is obviously eligible, depending on his mother's interest, for low-interest loans, and so on.

Hon. Mr. Drea: Technically he is in the province of Quebec.

Mr. Barnes: If he was in Ontario.

Hon. Mr. Drea: He has chosen to go to the province of Quebec. Is he getting assistance, either by student loan or student award, or whatever, from the province of Quebec?

Mr. Boudria: I did not ask for that information.

Hon. Mr. Drea: I think it is pretty vital to them.

Mr. Boudria: Yes, I recognize that.

Hon. Mr. Drea: If one government, through a social program—it may not be welfare—is assisting him and picking up part of his room and board, then obviously the mother would be paid twice.

Mr. Boudria: Okay, let us just elaborate on that question in the general sense.

For someone who is living in Ontario, is there a particular distance from the home at which someone would go to university where he would be deemed not to be living there as opposed to living there? For instance, does living outside the home for the week and coming back on weekends constitute living there or does it not? Where does that cut off?

Hon. Mr. Drea: If you look at it realistically, if you are coming home only on weekends, for 28 days of the month you are not in the home and the allowance is being paid on the basis of relatively full domicile.

Mr. Boudria: I am not being critical, I am just—

Hon. Mr. Drea: This woman obviously has a number of areas in which she is interested in some very interesting interpretations. First of all, let us get out of this one because it is complicated by the fact that the dependent—is that her last dependent, by the way?

Mr. Boudria: I assume so.

Hon. Mr. Drea: Let us take a hypothetical case in which the particular individual is going to the University of Windsor. That son or daughter would be eligible, not only for a loan but for an award from Ontario.

Part of that award is based upon his living expenses. He is not going to have to pay that back, so in effect that person is self-sustained whether he is living at home or not, just as if you or I were in the same position.

Mr. Boudria: So you are saying that even if he attended university in Windsor, he would be assisted through some other means but he would still be dropped as an FBA recipient?

Hon. Mr. Drea: Unless there were very unusual circumstances, yes.

Mr. Boudria: Okay, that answers the question in the broad sense of the word.

Hon. Mr. Drea: You will have moved into a different plateau. It may not be social assistance, but you are eligible for another program in your own right.

Mr. Boudria: That explains it, not only for this situation but for all others that may appear which are remotely similar. Thank you very much. I am sorry I went the second time around.

Mr. Chairman: That is quite all right. I notice some of the veterans on this committee probably know the answers to the questions you have raised. I was looking at Mr. Johnston and Mr. McClellan. We appreciate the fact that these particular cases require some answers and it is a learning experience to new members of the committee.

If we could address questions of a more general or universal nature rather than on particular cases, we would move a little faster.

Mr. Boudria: I will attempt to do that, with just one exception later on.

Mr. Chairman: To cover the allocated time we will have to sit today until 11:20 unless the members decide, around 10 o'clock, that we should adjourn and spend another hour tomorrow. I do not know, but keep that in mind.

Mr. Boudria: Not tomorrow.

Mr. Chairman: Apparently there is no problem. There may be a no-confidence vote, but there is nothing to prevent this committee from sitting, Mr. Boudria.

Are there any further questions or any comments on item 4, income maintenance? We shall then proceed. Shall item 4 carry?

Item 4 agreed to.

On item 5, adults' social services:

Mr. Chairman: We are dealing with adults' social services, pages 55 to 71 in your briefing notes. Mr. Johnston?

8:40 p.m.

Mr. R. F. Johnston: Two short questions. One came up before when Mr. McClellan was the critic. It has to do with page 65, the homemakers services.

I remember a number of years ago there was a drop in the number of hours of service by the homemakers. For a while it confused both ourselves and the ministry as to why that was occurring. As I recall, it was because of an increased number of health programs on a community basis. I was wondering if the phenomenon we see now of a drop of hours of service between 1981 and 1982 is the same thing, chronic home care or—

Hon. Mr. Drea: The transfer.

Mr. R. F. Johnston: That is the transfer already reflected?

Hon. Mr. Drea: That is the anticipated results of the transfer.

Mr. McClellan: To chronic home care.

Hon. Mr. Drea: Yes. If you recall we wrote to the municipalities and we told them ours would be phased down while the one operated by Health would be phased out.

Mr. R. F. Johnston: So that is an anticipated drop for this last year past?

Hon. Mr. Drea: For this year.

Mr. R. F. Johnston: But the hours have dropped for 1981-82. That is the only reason I was asking.

Hon. Mr. Drea: I really do not know, except that obviously—

Mr. R. F. Johnston: The other thing is on the opposite page, page 64. Last year in the estimates book there was a projection on handicapped persons' housing that 25 facilities would be available this year, housing approximately 313 people. That was not achieved for some reason or other. I see we are expecting approximately that this coming year.

Hon. Mr. Drea: Part of the problem was we were counting very heavily on the continued new apartment construction which would have been under rent subsidy. It would have obtained some ground-floor accommodation on a subsidized basis for these people.

There has not been that degree of construction. Indeed in Metropolitan Toronto I think only Crombie Acres is coming on as was anticipated. This is indeed contributing to a very great shortfall. Unless you have a building going up where you can get at the first or second floors and you can make arrangements through the Ministry of Housing that, as part of the rent supplements, so much has to be available for these people, it just is not there.

Mr. R. F. Johnston: It is my understanding that in a place like Metro there is a fair waiting list of people trying to get this kind—

Hon. Mr. Drea: Yes, I have met with them. There are two things happening. One is the group living concept, where the structure is almost built for them. There is not as much community interest in that as there was in the beginning. Maybe that is a growing pain. Maybe it takes time to absorb. To keep on pushing in that direction you really have to have a community body and bodies very interested.

Second, where you could arrange by design physical accommodation of the disabled, including attendant care where you have the extra

room for the attendant and so forth, you really have to have that physical structure going up. The slowdown in construction has really affected this.

Mr. R. F. Johnston: Do you have any idea of the waiting list around the province for accommodation like this in the community?

Hon. Mr. Drea: Metro is the highest. There are many coming on stream around the province. Mind you, they were started a couple of years ago or whatever. They are just coming on.

There has not been very much built in Metro with the exception of the Crombie development in the last couple of years because of the general slowdown on new apartment construction.

Mr. R. F. Johnston: What is the waiting list then for this kind of community project?

Hon. Mr. Drea: I can find out for you. It is probably in excess of 250.

Mr. R. F. Johnston: Just in Metro?

Hon. Mr. Drea: Well, these are people who are being treated in Metro.

Mr. R. F. Johnston: So they could be in a chronic care facility or something like that at the moment?

Hon. Mr. Drea: I know you talked to the people at Lyndhurst Hospital Paraplegic Society. They talk about a waiting list but it is really not confined to the physical boundaries of Metro. There are some people who need something in the region of York or the region of Peel, etc., but in the general area.

Mr. Barnes: I must admit I have some problems with waiting lists on this one. As you develop the programs, you are trying to design them around the people. You look at people who can fit and so on and so forth.

There have been some rough general figures on waiting lists. I can try and firm some of those up for you. I would rather confirm to you what our estimates of waiting lists are.

Mr. R. F. Johnston: But there is a need there.

Mr. Barnes: Oh, yes, there is a need there.

Hon. Mr. Drea: When we ask them, one of the problems is that they want something, but many of them do not want communal living in a home. Then there are others who, recognizing some difficulties, do want communal living. So I think you can talk about a general waiting list.

Mr. Barnes: The other thing one should look at is the number of facilities and say, "Well, there has not been as many as we thought." We were looking at the number of beds. In some

cases we had extended it. We made a forecast and we have fallen short of that. We are hoping to catch up this year because some of them will start up a little later than they hoped last year. The beds I think were roughly on target.

Mr. R. F. Johnston: Are there any programs trying to renovate some kind of existing apartment space to accommodate them?

Hon. Mr. Drea: To some degree, but frankly I think the best avenue is new construction. It is a little bit more than a ramp when you are dealing with attendant care. There really has to be a bit of a physical layout.

Right now, there are not too many landlords who want to renovate apartments. If it turns around something like Vancouver, all of a sudden it is very attractive to landlords to have their places renovated. When you have the place rented, there really is not that much incentive.

One of the other things is that the waiting list is complicated by the fact that they all do not want to live in downtown Toronto or in the middle of Scarborough. One of their problems is they can find employment, but they would like to be reasonably close to that employment for rather obvious reasons.

If you are really going to get at that waiting list, there has to be as wide a dispersal as possible so they can take advantage of employment opportunities.

Mr. R. F. Johnston: I would be interested in seeing whatever extrapolation you can develop there.

Mr. Barnes: We will get a complete list of the projects where we intend to start off this year on the number of beds. I can let you know just where they are, what they consist of, how many are new, hopefully maybe some renovations. I cannot recall off hand, but I can find out for you.

Mr. Chairman: Any further questions?

Mr. R. F. Johnston: Are there other matters under that vote?

Mr. Chairman: As I pointed out, on pages 55 to 71 you can see a whole list of them.

Mr. R. F. Johnston: Under adult services and the training and rehabilitation services for the disabled, etc. No, I will let that go; we can deal with that at some other time.

Mr. Chairman: Workshops, training expenses and training allowances. Any further questions on item 5?

Mr. McClellan: I do not plan to take more than 30 seconds because I know people want to get to children's services.

What is the status of the latest study under way on sheltered workshop facilities? Who is doing that? Is it the Ministry of Labour?

Hon. Mr. Drea: Yes, and ourselves.

Mr. McClellan: When will that be completed?

Hon. Mr. Drea: Our end of it will be done this fall.

Mr. McClellan: Will that be available to us?

Hon. Mr. Drea: Sure.

Mr. McClellan: And the Labour end of it?

Mr. Barnes: The minister is advised to talk about our end of it alone.

Mr. R. F. Johnston: You should be talking to the Ministry of Labour about this.

Mr. Barnes: We are.

8:50 p.m.

Hon. Mr. Drea: Remember, we have also involved Consumer and Commercial Relations.

Mr. McClellan: I have put my views on the record a million times and I would be very pleased and interested to see your report when it is available.

Hon. Mr. Drea: Our end of it, I do not know what—

Mr. McClellan: No, that is what I was talking about.

Mr. R. F. Johnston: I have had some individual complaints about one particular sheltered workshop and I will bring that to your attention privately rather than here in the meeting.

Mr. Chairman: Any further questions? Shall item 5 carry?

Item 5 agreed to.

Mr. Chairman: Item 6, children's social services, on pages 72 to 96 in your manual. Does anyone want to lead off?

Mr. Bradley: I had a question before you carried that item.

Hon. Mr. Drea: We said we were going to come back to it this afternoon.

Mr. Bradley: Are you going to come back at the end of estimates?

Hon. Mr. Drea: No, you can do it right now if you want to.

Mr. Bradley: I have a quick question and it will not take two minutes. You may have covered it. If you have, just tell me.

In regional Niagara we are in the same

situation with regard to senior citizens' homes as I guess many areas are. First of all, does extended care come under you or the Ministry of Health?

Hon. Mr. Drea: Health.

Mr. Bradley: The homes, I understand, come under your jurisdiction, extended care under the Ministry of Health.

In Niagara, as you may be aware, there is a freeze imposed by the regional municipality of Niagara senior citizens' department because of the ratio of extended care beds allowed as compared to regular senior citizens' home beds. I, as one of the representatives in the region, am getting calls from people saying: "You have empty beds in there. Why can't we get into the homes?"

Hon. Mr. Drea: Because for funding, Mr. Bradley, there was a demarcation line made of 60 per cent extended care, 40 per cent residential.

In the beginning, and up until very recently, the homes for the aged were almost 90 per cent residential care. The argument was put forward about a continuum of care, that while they needed nursing care, they really should not be forced to move because it was their home. That started it.

Eventually we got to a demarcation line that said, "Look, you are not a nursing home," and we had the 60 per cent in there because of a very complicated funding formula.

The funding formula for a nursing home or extended care is very clean. It is a daily rate established by the Ministry of Health. Ours is very complicated because we have to pick up deficits; they do not. Part of the capital is provided by the municipality, and so forth.

The region of Niagara, because of its very excellent home care and preventive program, reached that target. Now we are into discussions with the region of Niagara because, like everywhere else—I would probably say more so because of their preventive work—the entry of residential people has just about halted. Those empty beds were for residential care.

Mr. Bradley: Has there been any thought given to altering the formula?

Hon. Mr. Drea: These are some of the things we are doing in the joint study with Health. It is not quite as simple as saying, "Okay, here are some more beds for extended care," because it depends on the degree of nursing care being provided in that home for the aged. The region has some views about the fact that they are

getting heavier cases and being funded at a lower rate, which only compounds their deficit position compared to the extended care home.

Those are the things that we and the Ministry of Health are looking at. I am very sympathetic to the region because of the excellent work they have done. In the short term, I think we may be able to relieve them of their problem, but we really have to come to a long-term solution on it.

You have a district health council report, for instance, that talks about chronic care beds and a great number of things. I think now is the time to resolve it, rather than waiting much longer.

Mr. Bradley: I gather you generally accept that in homes for the aged, even though you see a little bit of a dangerous trend, you are encouraging extended care to a certain extent.

I will give you an example. There is a place called Heidehof, a generally German home in St. Catharines which has made a strong application for extended care, the reason being that the people get old there; you have the husband and wife and then you have to send the husband away somewhere for extended care and the wife must stay by herself. It is really tragic.

Second, some of the people are kept there even though they should be in a nursing home, just because the people do not want to leave. Are you continuing—

Hon. Mr. Drea: We would like to resolve that kind of problem. But as I said this afternoon, we cannot go on with two streams. I do not want to go over it again.

Mr. Bradley: Yes.

Hon. Mr. Drea: These are the things we would like to resolve with the Ministry of Health this year:

Two streams of financing, including the raising of capital; two streams of method of payment; two streams of who was really qualified; the particular type of structure—if you are really going to get into heavy care you need a different type of structure to that needed for residential; the fact that residential care has literally disappeared with the exception of the type of thing you are talking about where the spousal relationship is there; the whole question of continuum of care—how far the continuum of care really goes and if it goes up to the chronic level; and, if it does, the proper funding and the proper staffing ratio.

It is not going to go away. There will be—

Mr. Bradley: Yes. I think that is so.

Hon. Mr. Drea: As I say, we could probably solve the Niagara situation in the short term.

No one's kidding me. There are an awful lot of extended care residents in there who went in as R for residential in the beginning. You see, you are not supposed to admit them directly from the street as extended care. We have never really cross-questioned that. Okay?

The problem now is the homes are beginning to accumulate such vast deficits that even our 70 per cent does not really help them because they are constantly trying to find their other 10 per cent. That is a very acute problem down in your area.

You probably have more homes for the aged per capita than any other region in the province. Part of that number are denominational ones. There are a large number of denominational homes there which are very historic.

However, you also have a very large network of municipal homes plus a very effective home care program, or home assistance program, which, if we do not come to some determination on it, is going to be threatened.

For people who are providing foster care or some type of care right now, it has always been clearly understood that if the person really becomes sick there will be a place for him at a site where the proper care can be given, rather than saying to the person, "No, you carry on." That is quite a burden.

One of the concerns I have is that unless we straighten it out, there will not be that ability to move the person from a private home into a facility, and then the private home stock will dry up. They will say, "No."

Mr. Rapelje has been very successful in that type of program. The people are quite happy and contented left in the community. It is true that it is cheaper, but it is also more humanitarian until the person becomes ill enough to require nursing care and really has to enter some type of facility. If we do not do something on that end that very excellent program is going to dry up.

Mr. Bradley: I appreciate your comments on that. I suppose you already have commented, and if you have just say you have and we will move on to something else in the committee.

However, there is a problem with these rest homes. They are not licensed by anyone and no one wants to touch them. No ministry wants them, no municipality wants to look at them and they just sit there taking in people in more ways than one.

Hon. Mr. Drea: It has not come up this year but it has in the past. We do not intend, as a ministry, to license them or to set standards for

them. If we set standards for them, they are obviously going to say, "Now that you have set the standards, you provide the clientele or pay for the clientele."

They are a municipal matter because they basically fall into the category of hostel care, or what have you, where the municipality can control them. There is no question that this sector is massively overbuilt. They based much of their building on things that were happening in the United States, which has an entirely different system.

In some cases, municipalities or regions have established satellite operations which they control, but we have no intention of becoming involved. As far as we are concerned, they are a private enterprise thing.

Mr. Bradley: There is a health inspection of them?

9 p.m.

Hon. Mr. Drea: Oh, yes, the normal inspections by the municipality. What they want us to do is to set up provincial standards. The moment we set up provincial standards, the next step is for them to say: "You have said we must operate at this level, but we cannot get clients who are able to pay. Therefore you must give us clients." We are just not getting into that.

If the home for the aged, or somebody else, wants to set up a satellite operation which will meet our standards and which it can control, that is okay, but to start it wide open would be a very difficult situation. There would be a third stream with different financing, different arrangements and different controls.

Mr. Bradley: You are aware, as minister and as a long-time MPP, of the circumstances in which some of these people find themselves when they are dumped into these homes.

Hon. Mr. Drea: Oh, yes.

Mr. Bradley: That is usually what they are—dumped by the family into these homes.

Hon. Mr. Drea: Yes, but then what would you want us to do?

Mr. Bradley: I guess what you said you do not want to do. To be fair, I recognize why you do not want to get into that. I suppose it would be nice perhaps if municipalities had more money given to them to do whatever they can do in terms of inspecting and regulating these homes.

Hon. Mr. Drea: Your own region has those options and those choices. They have chosen to go another way. They have gone almost into individual home care which they have found to

be a one on one situation and to be more beneficial. There is no question that some of the modern or the newly constructed ones are probably well above any standard, but there are some others that are not. It is really going into a whole new area.

I have suggested to them, and they have met with me, that their first obligation is to clean up their own act, that they get together, set standards and start from there. After all, it is free enterprise. There are no government subsidies and there is no government involvement in any of these. In the future there may very well be a very considerable market for them.

Mr. Bradley: So I suppose we just continue to embarrass them by—they do not call them grand juries any more; they call them public institution panels or something. I guess they are not allowed into those places. As I understand it, one of the judges said they do not have to allow them in the door.

Hon. Mr. Drea: If it is all fee-paying clients, I suppose the board of institutional visitors, or whatever they are called now, would not have any jurisdiction there, but I would certainly think if a municipality was paying a per diem to them as a satellite home it would have rights. If not, certainly under our comprehensive auditing we would have the right to audit for quality of care, if there was a transfer payment into there.

I do not know the exact circumstances on that one. Perhaps you could send that in.

Mr. Bradley: Yes, I will. I will not take more of the committee's time. I appreciate the fact the committee allowed me to come in at the tail end and get in these items because I know how annoying it is when people just come into committee and do that. Thanks very much, Mr. Chairman and members of the committee.

Hon. Mr. Drea: Thank Mr. Boudria. He stated your case so eloquently.

Mr. R. F. Johnston: It was nice of him to give up all his time on children's services so that Mr. Bradley could do that. We all appreciate that.

Mr. Chairman: We are getting back to children's social services.

On item 6, children's social services:

Mr. R. F. Johnston: Can we take these one at a time, as there are so many items, and go through them?

Mr. Chairman: I do not have a list. Are you starting off, Mr. Johnston?

Mr. R. F. Johnston: Sure.

Mr. Chairman: Go ahead.

Mr. R. F. Johnston: I will start off with children's mental health centres, Mr. Chairman. I mentioned these in my opening remarks, as did the Liberal critic.

There has been a substantial increase in the allotment this year. Mr. Minister, you indicated that your priorities were going to be regionalized, in a sense, in eastern Ontario and northern Ontario. This was welcomed because of the deficits in those areas in terms of the need for these kinds of services. You and I have discussed this in the past.

I am concerned, and I presume you are as well, about what to do to accommodate groups like the Children's Listening Centre, the supporters of which have continued to send me information even though they have been given every reason to believe that they would not be a priority and that there were probably not be funds coming to them under this legislation at any rate.

Although Metropolitan Toronto is traditionally a more highly served area, if I could say that, than areas like eastern Ontario and the francophone communities in both eastern and northern Ontario, is there not some way that funding can be made available to an organization like the Children's Listening Centre, where the evaluation which was done of them indicated they were a worthy group and that the kind of support they have been receiving from letters from all around Metropolitan Toronto has been very impressive? What kind of avenues can be looked at to try to come through with funds to keep that centre open?

Hon. Mr. Drea: Quite frankly, Mr. Johnston, I have looked for a long time at every avenue. As you know, last year we provided some interim funding on the basis that we might be able to get federal sharing in this regard, because I did not want a centre like that to cease prematurely if federal funding was coming which would have allowed us to expand in the Metro area. The federal funding is not forthcoming and I want to make that abundantly clear. I received a letter, which is a copy of a letter from Mme Bégin to Mr. Peterson, the federal MP, which says, "No provincial proposal has been forthcoming."

My deputy and I discussed the matter with Mme Bégin and we were told there were to be no new programs under the Canada assistance

plan. Both of us mentioned children's mental health centres. We were told no. If she is going to try to hang her hat on the fact that we did not send in a written proposal after we were told no, I think that is academic.

Part of our problem is that we also had priorities in Metropolitan Toronto, particularly at the Crisis Centre, which took much longer to develop than anticipated. One of the reasons was the difficulty the organization had last year in finding a suitable, affordable location downtown when the sales boom was on. This year it did find one. That has always been a priority in Metro, as well as some other residential treatment facilities.

At the same time, we had vast regional disparities which we had to address. It comes down to a matter of priorities. I was asked in the House by the leader of the Liberal Party if I did not have any priorities. Yes, I do. While this organization has done very good work, it just was not high enough up on that priority list this year.

We did make suggestions to them that they might want to continue on the basis of sharing the OHIP fee schedule. I think there was some talk about perhaps having a public fund-raising drive to carry them on in the interim. I guess those things came to nought. We had to tell them there was no possibility of an expansion by us because of the lack of cost sharing. We have provided them with \$50,000 for an orderly closedown.

9:10 p.m.

Mr. McClellan: You could not designate it as a children's mental health centre?

Hon. Mr. Drea: If we did, we would have to fund it. In our budget we simply do not have room for that type of facility in Metropolitan Toronto. If it was some place else, yes, it probably would have been a much higher priority, but our priorities here had to go to the Crisis Centre.

Mr. R. F. Johnston: If I can understand this, in the Metropolitan Toronto area funding for the Crisis Centre took new priority among funding for children's mental health centres as far as you were concerned?

Mr. Barnes: Yes.

Mr. R. F. Johnston: As I recall it, that is the only new CMHC initiative in Metro.

Mr. Barnes: Other than the secure treatment beds, which we are developing right now.

Hon. Mr. Drea: We have a request right now

for Opportunity House which has lost its clientele as a group home. They want to be declared a CMHC project immediately on the grounds that this will give them a new clientele. Not comparing them at all, there are a large number out there who would like to get into the children's mental health centre program.

Mr. R. F. Johnston: On the question of the children's youth institutions, because they are are residential, in this sense it makes quite a distinction between themselves and this one.

Hon. Mr. Drea: As I say, this is nonresidential. We are trying to develop that in other areas, but here there is the very acute need for that Crisis Centre. There is no question about that.

Mr. R. F. Johnston: The budget for this was submitted to you as \$150,000, was it?

Mr. Barnes: For the Children's Listening Centre of North York, yes, \$150,000.

Mr. R. F. Johnston: Is that the minimum amount or the maximum amount?

Mr. Barnes: I think \$150,000 was the amount requested from us as a maximum.

Hon. Mr. Drea: Do you think that would cover designation as a children's mental health centre?

Mr. Barnes: The budget that was submitted to us was for \$150,000.

Mr. R. F. Johnston: That is what I recall in the submission that was made. I think I understand what the minister is saying, that the cost to actually become a CMHC project is usually higher. However, since that is the request that is in and they have an existing high profile and a very successful program—

Hon. Mr. Drea: Which was never funded.

Mr. R. F. Johnston: It has never been funded, but it is there and operating and, unfortunately, may disappear from the scene. It is the recipient of referrals from all the major agencies in Metro and is highly recommended by all of them. It seems to me that there must be some way of accommodating them.

Hon. Mr. Drea: Mr. Johnston, believe me, because it was virtually the first thing that was thrust upon me on becoming the minister, I have looked at every avenue. If I had the funds, I would.

Mr. R. F. Johnston: What do you have to do to get the funds?

Hon. Mr. Drea: Well, you would like me to take away another priority. That is the problem I have.

Mr. R. F. Johnston: Get the cabinet to authorize a further expansion of the amount of money you are already putting into the CMHCs.

Hon. Mr. Drea: We have had a very big expansion this year and the bulk of it is going outside of the metropolitan area. We may have to face some realities out there and I have not even got to some of your very cherished projects.

I would like to get to northeastern Ontario and I would like to do more in the francophone areas. We have some things in central and in western Ontario where we do not have this type of service and where there is a great demand for it.

I have to tell you this is an organization that went along quite well for a period of time. I know that is the way people get started. Quite often we are being asked to discourage people from starting, but in the social field that is how you get started, and you justify your need. Perhaps if the housing market had not been so acute last year the Crisis Centre would have come on stream. If that had happened, perhaps things would have been a little bit easier in the Metro area, but it did not.

Mr. McClellan: Where are the secure beds, number and location?

Mr. Barnes: The secure treatment beds?

Mr. McClellan: Yes.

Mr. Barnes: At the Syl Apps Youth Centre.

Mr. McClellan: And the Crisis Centre beds?

Mr. Barnes: The Crisis Centre is downtown in Metro Toronto.

Mr. McClellan: Where?

Mr. Barnes: I forget. Someone over there knows the address. I am sorry, if you want the exact address—

Hon. Mr. Drea: They finally obtained a suitable location. We almost had to go downtown with that.

Mr. McClellan: How many secure beds has the Syl Apps centre?

Mr. Barnes: About 18 to 20 beds.

Hon. Mr. Drea: Very secure.

Mr. Barnes: At Victoria and Adelaide streets. We went through all sorts of machinations for the Crisis Centre. We even looked at the possibility of going to Lakeshore because we had some buildings there. We would not have had to pay downtown prices, but there were some problems and also it was not downtown.

Mr. McClellan: There even used to be a child and adolescent unit there.

Mr. Barnes: There still is a child and adolescent unit there.

Mr. McClellan: We will not discuss that.

Mr. Barnes: Oh, I am happy to discuss it.

Mr. McClellan: How many beds has the Crisis Centre?

Mr. Barnes: I was just trying to remember that. I need to check that, but I think it is 10 to 12 emergency beds, short-term for crises, with heavy emphasis on the outreach aspect. The crisis team is dealing with children in the group home setting or whatever it might be.

Mr. McClellan: How many secure treatment beds for adolescents does that give us in Metropolitan Toronto?

Mr. Barnes: I would not want to look on these as secure treatment beds in the Crisis Centre. I would look on the Syl Apps beds as the secure treatment beds. These are the 18 to 20 we said we would open for the southwest and central areas.

Mr. McClellan: What is the total of secure treatment beds for kids in Metropolitan Toronto?

Mr. Barnes: If you remember from this time last year, we set a total of 24 beds for secure treatment across the province, of which we are going to have eight in Ottawa and 16 in Metro Toronto and the southwest. I am looking at about 18 in Metro Toronto and the southwest and we are still looking for our eight in Ottawa. We are two up at the moment.

Mr. McClellan: You had 16, you are opening 18 and you will have a total of 18 in Toronto. Why is that?

Mr. Barnes: We are opening in Ottawa as well.

Interjection: It is a total of 26.

Mr. Barnes: I do want to distinguish between the secure treatment beds and the crisis unit, if that is possible.

Mr. McClellan: I only asked because these were originally promised in 1976.

Mr. Barnes: Yes.

Mr. Boudria: Mr. Chairman, I have a supplementary on what you were discussing prior to this.

Mr. Chairman: It is Mr. Johnston's questioning. You had a supplementary, Mr. McClellan. Would you allow Mr. Boudria a supplementary?

Mr. Boudria: On the Children's Listening Centre, the way I understand it from discussing it with the executive director and the group they never did really get along well without funding, the way you seem to have described it a few minutes ago. Apparently the chronology is such that in the beginning they were making ends meet because they had a relatively small clientele and all of their clientele related to medical fees.

In other words, there were clients who came in and saw a doctor there. As their clientele broadened, they got into things like referrals to the children's aid societies and a lot of time was spent in courts with the societies and in different places like that. Of course, they were not reimbursed for the time invested in that.

In a way this is unusual because their downfall seems to have been because of the fact they were successful. In other words, they were doing such a great job they were getting into all kinds of things, and then because there was no funding they could not do those kinds of things they got into. That led to their downfall eventually.

There are a couple of areas in the chronology that worry me somewhat. The ministry commissioned Dr. Naomi Rae-Grant to do a report. Presumably the purpose of that report was to identify whether it should become a children's mental health centre.

Hon. Mr. Drea: We do that with everybody.

Mr. Boudria: If the ministry had not intended to make it a children's mental health centre, presumably it would not have commissioned the report.

Hon. Mr. Drea: Mr. Boudria, if we had no intentions of ever doing anything for them or trying to do anything for them, the first \$50,000 would not have been forthcoming. If you are going to fault me for providing that \$50,000, go right ahead.

9:20 p.m.

Mr. Boudria: No, I did not say that. I would not want you to imply that I did.

Hon. Mr. Drea: I ask you to remember that in the conversations I had with them I pointed out that we were hopeful of obtaining, just as we had in the field of the developmentally handicapped, a new sharing agreement with the federal government. We were relatively optimistic last year. All of the things had not come down in the federal budget—this is an area outside of sharing—and there had been some movement there.

The federal minister had been sympathetic to expanding the parameters of the Canada assistance plan. But by the time the federal budget was over, and some other determinations had been made—I say this in our own defence—with all sincerity, she had to say she had been directed that there would be no additional expansion or new programs funded under CAP.

In the interim, it was my decision, because we were somewhat optimistic, to try to keep the centre going until that determination could be made. In the process of that, there was an evaluation.

Mr. Boudria: Which recommended favourably.

Hon. Mr. Drea: Yes. But I have other favourable evaluations out there for other places which I am not in a position to fund. This was somewhat different because it was established.

Mr. Boudria: One of the things that seems to have happened is that throughout the process of this particular report being made their horizons were still widening. In other words, they were still taking on new cases and getting further and further into this area.

Hon. Mr. Drea: They were optimistic about some federal sharing which would have enabled us to designate them as a children's mental health centre project.

Mr. Boudria: Yes, but what I am getting at is that they were not at any point during this discouraged by your ministry from taking on any new cases.

Hon. Mr. Drea: Please, Mr. Boudria, I was very realistic with them and so was my area office. Whatever decisions they made, they made themselves. It all really depended on the federal sharing.

Mr. Boudria: Do you mean that midway through this study being made by Dr. Rae-Grant you were still quite confident you would get federal assistance?

Hon. Mr. Drea: Relatively, yes, because of the success we had with the developmentally handicapped and because the federal minister was optimistic. Bear in mind that was before some of the decisions of the federal Finance minister from which she had to accept direction. At that time, we were also looking at some other expansion parameters of the Canada assistance plan.

Mr. Barnes: Mr. Boudria, I would like to make one comment. I think that we were sympathetic to this as a program, which is why we looked at it. In looking at our priorities and

on the basis of what money might or might not be available in future years, which we did not know at the time, we commissioned a study to see whether it would be justified as a children's mental health centre. Indeed, we had a report that said it would be.

Our problem quite simply, as the minister has said, is that there is no new money. In that situation we are not in a position to close somebody down, reallocate money or tear down the priorities we had been setting up over the last four or five years in the east and north and Metro Toronto itself.

As was pointed out by Mr. McClellan, we had been planning for secure treatment units for the last, oh, God, five years. We have been planning for the crisis unit for the last three years. There was no way we could stop those, as if they had never been there, to make money available. There just was no new money for this. This is our problem.

Mr. Boudria: When I say this, I really reflect my opinion on the whole government, as opposed to your ministry. It does seem rather unusual that there is money for so many things that are questionable, yet for something like this—

Hon. Mr. Drea: Would you like me to take away one of your children's mental health centres from eastern Ontario?

Mr. Boudria: No. Remember, I said not your ministry. You do remember my preamble to what I just said.

Mr. R. F. Johnston: You can confer MDs on them all and just give them anything they ask for.

Interjection: And the doctor can charge more.

Hon. Mr. Drea: Realistically, I think we have to look at this area as one of the last where there really is no effective cost-sharing. Indeed, even the established program financing does not penetrate into children's mental health. It comes as block funding, but it does not come as the ministry's.

Mr. McClellan: Are you thinking about what you say?

Mr. Boudria: Is it not a fact that this particular facility was providing a service—

Hon. Mr. Drea: Yes.

Mr. Boudria: —that was apparently different from many other facilities? We are told that this provided a unique service. It was an outpatient facility and had a very high success rate.

It dealt closely with the children's aid society, as we have been told; it was providing a very

valuable kind of service and for a long period of time for little cost—or actually none for a while; there was no direct cost to the ministry. Afterwards, of course, interim funding was provided.

Hon. Mr. Drea: There never was a direct cost to the ministry. Originally \$50,000 was not even interim funding. We made that very plain. That was just something to get them over to the point where we would be able to tell them whether there was going to be the federal sharing which would have enabled us to expand even more than we were doing in children's mental health.

Mr. Boudria: Is that not interim funding?

Hon. Mr. Drea: Not really. We were not paying them by the case, we were not designating them; it was more or less in the area of an interim grant, if you want to put it that way.

Mr. Boudria: Well, an interim grant, then.

Hon. Mr. Drea: Once the word came down on any possibility of expansion through us and they found they could not continue without us, we then provided them with another \$50,000 which will enable them to close down on an orderly basis.

Mr. Boudria: My question at that point was, is it not a fact that if this closes down it will cost you a considerably larger amount a couple of years down the road to re-establish a centre similar to that one with the facilities, organization, trained personnel, and so on, that it has now?

To re-establish a similar facility, I am sure you would have to deal with the amount of funding it would take to keep it going for another year, assuming that in another year the criteria for the federal funding could change.

Hon. Mr. Drea: Mme Bégin has told us again, not in the foreseeable future.

Mr. Barnes: I think we are dealing a little in polemics here in the sense that three years down the road inflation will have gone up and so will the cost of running existing programs by an equivalent amount. To establish something, it may or may not cost more depending on the kind of arrangements made at that time, where we can tack it on to another program if we have the money.

Unfortunately, we have to deal with the realities of the present. We just do not have the money for a program such as this.

I think there is a fair issue here, that community and volunteer programs start off with the best of intentions. Those that are successful expand. This one started on a process whereby

doctors donating their time and sharing OHIP fees managed to maintain a program.

Mr. Boudria: They still do that.

Mr. Barnes: Yes, I understand that. Then they got to the point—

Mr. Boudria: The doctors have never quit.

Mr. Barnes: I am not saying that. The point that I am trying to make is that the—

Hon. Mr. Drea: Are they all contributing as much as they did?

Mr. Barnes: I believe so, but the point is that the doctors cannot give of their time beyond the current program, which is to expand, whatever the case may be. It is large, and \$150,000 beyond that contributed by the doctors or obtained through OHIP fees is required.

We just do not have the money to meet that sort of expansion, given that we have already established priorities, or there is no new money for such a program in an area where the per capita expenditure on children's mental health is much higher than it is in any part of the province, but particularly in the north and southeast.

What does one say? As the minister says, we could reallocate funds from the east. I think it would be wrong of us to do that. We could reallocate funds from the north. I think it is unpolitical.

Mr. Boudria: Whether it is ignorant to say no.

Mr. Barnes: Of course it is, but that is not what we are faced with.

Hon. Mr. Drea: Mr. Boudria, I have some priorities. One of the priorities is francophones. We have partially met the need in your area. There is a great need in northeastern Ontario.

Mr. Boudria: Yes, I am aware of that.

Hon. Mr. Drea: I say only partially in your area. There was nothing there before. There was not a children's mental health bed east of Kingston when I became the minister, anglo or French.

Mr. Boudria: None of any kind.

Hon. Mr. Drea: We have moved into Renfrew, Lanark, and Stormount counties, and through there. We have moved through your entire area. We have a problem in northern Ontario. The street service, if you want to call it that, is simply not as available as it is here.

There are two gentlemen over there who are going to tell me that they have an acute problem in southwestern Ontario. I have a problem in central Ontario. I have a problem with secure

treatment. We have had a very difficult time establishing a crisis centre here in Metropolitan Toronto.

9:30 p.m.

Mr. Boudria: No one is suggesting that the whole area of mental health be diminished, or that priority be taken from Peter to pay Paul. The only thing I have to say is that there seems to be an overall deficiency in the amount of funds.

Hon. Mr. Drea: As a minister, I have to think that I have not done badly this year in getting the allocation of funds for children's mental health far beyond inflation. Once I have that—and the reason I obtained it was because I drew everyone's attention to the great regional disparities. We have to come to grips with them, and that was the basis on which those funds were allocated.

I am most regretful at having to say no to anyone who is producing any kind of a valid service, but part of the responsibility of a minister—and I am sure Mr. Barnes as the senior adviser in this area will say it is part of his responsibility—is we have to make decisions, set priorities, and do them.

If we can squeeze out any extra funds, okay, but I tell you that this year those extra funds are not here.

Mr. Boudria: So you are saying there is no chance of you squeezing out any extra funds at any point, another form of interim funding no matter of what size, with which they could at least terminate the program they have now.

With the amount you have given them for closing-out, you have to understand that most of their case load is based on an 18-month period and it does not even allow for a proper closing-out. If you want to have an orderly closing-out, they do not even have that at the present time.

Mr. Barnes: All I can say is, we made an offer of \$50,000 and whatever help we could give around the phasing out. Our special case unit wrote to the listening centre, identifying programs and so forth, offering help around specific cases. That we did. I am not sure what more we could have done, given the money. That \$50,000 has been squeezed out.

Mr. Boudria: I can answer that very quickly: give more than \$50,000.

Mr. Barnes: I have looked; it is not there.

Hon. Mr. Drea: In fairness, too, we did not get our final answer from Ottawa until February that there was absolutely no change. It was in

February, which makes it even more difficult. I understand the federal minister's problem because there was great uncertainty in Ottawa as to a lot of funding for a lot of things.

Mr. Boudria: I just want the minister to know that of all the things he has dealt with in these estimates, and will be dealing with, this is the issue that has generated the most attention by far.

There must be 75 letters here that I have received from various parents throughout that community. Needless to say, it has very little impact on my own community—as a matter of fact, I would venture to say none at all; it is at quite a distance. As an item which seems to be worth while, it has generated a lot of interest.

I do not know if the minister has seen this particular document. It is a set of drawings made by children at the facility. Perhaps the minister has already seen them. In the event that you have not, I would like you to have a set of them.

As I say, these are the letters I have received. Most of them, of course, have been addressed to my predecessor, Mr. Conway, who was the critic at the time.

Hon. Mr. Drea: Yes, I have letters as well.

Mr. Boudria: I would imagine the minister has an equal number, or probably a far greater number, than the ones I have received.

Hon. Mr. Drea: No, but I have received letters.

Mr. Boudria: I would like to ask just one final question. Is there any way in which your ministry can even give more than the \$50,000 that is there now to provide for a more orderly closure than what they have now?

Hon. Mr. Drea: No, unfortunately not.

Mr. Boudria: There is no possibility at all of anything more?

Hon. Mr. Drea: No. The only time that we might be able to squeeze out some extra funds would be many months in the future and by that time they would be closed.

Mr. R. F. Johnston: Do you think there might be some supplementary estimates that we could speed up? I would not mind, Mr. Minister. We could go back and do supplementary estimates next week and provide some funds if you can squeeze them out.

Hon. Mr. Drea: Mr. Johnston, in fairness, and I think you know this as well as I, I have received an allocation for children's mental health programs.

Mr. R. F. Johnston: We have every confidence that you can squeeze it out, Frank.

Hon. Mr. Drea: I will tell you, if I could squeeze out more money, your concerns in northeastern Ontario would get the money.

Mr. Boudria: So you are saying then, Mr. Minister, that this would still not be a priority if more funds became available. You have others which have greater priority than that?

Hon. Mr. Drea: We would have to get a great amount of funding. I have to deal with the situation in northeastern Ontario. I have to deal with the situation in Sudbury. I have to deal with the situation in eastern Ontario, in your area. We are only beginning in your area, Mr. Boudria.

I have to deal with areas in southwestern Ontario, not necessarily Essex county. If we took the case load from the county of Kent it would make a significant difference in Essex. I have some areas in Niagara I would like to deal with, Haldimand-Norfolk. If I had the money I would have dealt with these a long time ago, but I do not have the funds.

Mr. Boudria: I do not think, Mr. Chairman, that anyone is questioning the minister's good intentions. We are all questioning the priorities of your government. Of course, we do not want to take away a facility someplace else to do that one. That is not the case.

Hon. Mr. Drea: Let me tell you something. The Treasurer (Mr. F. S. Miller) has been most generous to this ministry. There is not another jurisdiction, and you name it if you can, where a provincial treasurer has been as sympathetic to social services in these times as Frank Miller has been in this province.

Now then, let me add another name. There is no one more sympathetic or who has been more understanding than the Chairman of Management Board, Mr. McCague, who deals in this area of allocation as well.

Mr. Boudria: Is it not a fact though, Mr. Minister, that your budget as a percentage of the overall budget is declining yearly, and has done so for the past three or four years?

Hon. Mr. Drea: Yes, by percentages and by a very small amount. But if you take out increased health spending, you will see we are getting a larger share of the pie.

Mr. Boudria: I do not understand.

Hon. Mr. Drea: We look lower because of the very substantial increases in health spending.

Mr. Boudria: I could look back at some of the statistics I had, but it was my understanding the

area of the Social Development policy field was declining as a percentage. The whole policy field was going down as a percentage and your ministry was going down as a percentage.

Hon. Mr. Drea: Not with health involved, no.

Mr. Boudria: So you are saying the percentage is increasing and not decreasing, if you put both together?

Hon. Mr. Drea: I would think so. Health expenditures are bad. Just the doctors' settlement you talked about is very substantial.

Mr. Boudria: I do not want to take up the rest of the evening on one item. I respect the minister's decision. Needless to say, I disagree.

Mr. Chairman: You have made a very strong case of your concern on the closing of the listening centre. Unfortunately we do not vote to increase estimates.

Mr. Boudria: I know that, Mr. Chairman.

Mr. Chairman: And we certainly share the frustrations of priorities. I am sure the minister does. We are still on item 6.

Mr. Boudria: Not of his ministry, of his government.

Mr. Chairman: Do you have any further questions, Mr. Boudria?

Mr. R. F. Johnston: I think that was a supplementary on my part.

Mr. Chairman: I understood this was his line of questioning.

Mr. R. F. Johnston: I still have one other item which I raised in my opening remarks and would just like to have some information on and I hope it can be done briefly. It has to do with the follow-up to the White Oaks Village closing and the transfer program anticipated to CPRI. Did any children go to CPRI from White Oaks?

9:40 p.m.

Mr. Barnes: Yes.

Mr. R. F. Johnston: It was my understanding, the last I heard, that no staff were going. Is the program really intact?

Just to see if I am right on this, my understanding is the kids who went to White Oaks went there for quite some time. It was a long program. Miraculously, almost all of them got placed in a wide variety of other settings within a couple of months. Only one that I knew of, was likely to end up going to CPRI. What actually did occur?

Mr. Barnes: We have only just now closed down White Oaks to all intents and purposes. One thing about the White Oaks program was

that the children there had already been there for a long time. There were not a lot of new children coming in. We have a lot of children returning to the program and that is still possible. I will come to that in a second.

We announced the closure of the program, if I remember rightly around September of last year. I remember when we came into estimates, you made a remark as I walked in regarding closures and so on. That was seven or eight months ago.

We have phased it out over that period of time. Through training school closures and other processes, we found we can run the children through the program and then place them where they are better off. We have tried to do that, but we have quite clearly set up a White Oaks type program, housed quite separately from the rest of the program at CPRI. That will handle about two thirds of the children who would have been at White Oaks. We are making alternative arrangements in Metro Toronto and we are also making arrangements in Hamilton.

I am sorry, it is half the children who have been at White Oaks, and then about half of the remainder in Hamilton and half of the remainder in Metro Toronto.

Mr. R. F. Johnston: This is half the number of, rather than half the actual?

Mr. Barnes: That is right. Children did not transfer to CPRI. There is no question of that, because what we did was run it down. But CPRI will be available for any of the children who have been at White Oaks who need to return. It is important to remember that. In other words, it is not closed off. There will be places for these specific children to go at that time. With regards to the staff, we got into a situation around the White Oaks where, based on seniority and based on choice, we offered the staff alternatives.

The alternatives boiled down to Syl Apps Youth Centre working in the secure treatment and the other one was working on some units we were opening up in Sprucedale to improve the programming there. The third alternative was CPRI. Some of them chose other jobs in order to remain locally.

The majority of staff chose not to move. We were not in a position to force them to, given there were vacancies and other job opportunities coming up. A significant number went to Sprucedale, some took on other jobs in the income maintenance area and a number of other areas, and some moved to Syl Apps

because they liked the thought of working with the secure treatment program.

Mr. R. F. Johnston: And none went to CPRI?

Mr. Barnes: Two went to CPRI, to my knowledge. I will check that, I have just been given the figures on that. Two went to CPRI. I can give you exactly when it will start if that is of interest to you. Two went to CPRI?

Mr. R. F. Johnston: Who were they?

Mr. Barnes: I do not know their names, I am sorry.

Mr. R. F. Johnston: Were they senior staff?

Mr. Barnes: Not a clue.

Mr. R. F. Johnston: CPRI and White Oaks—

Mr. Barnes: I have a lot of confidence in CPRI to run a good program.

Mr. R. F. Johnston: I am not saying they do not run good programs, but they have not run programs like White Oaks ran.

Mr. Barnes: No.

Mr. R. F. Johnston: At this point, you say all but two staff members are gone.

Mr. Barnes: But we have Jerry Cann who was running it recently. We have Les Horne who opened up White Oaks. Les Horne is actively engaged in keeping an eye on all the children who were there under an advocacy approach. He works for us as the advocacy co-ordinator and he is also advising the southeast and CPRI on the sort of program and re-establishing it in the manner he set up. He is the most qualified man we have to deal with that, having set up the White Oaks program and having really kept a weather eye on it ever since we started it.

Mr. R. F. Johnston: I remember some of his nervousness about the change of the program. Is there any chance he might report to us through you on the children involved?

Mr. Barnes: I would be happy to keep you informed of that. I am equally interested in ensuring the children do not suffer through this. We have not lost any money in the process. All we were not able to do was maintain the capital structure at Hagersville. It is as simple as that.

Mr. R. F. Johnston: There are 15 spaces in CPRI at the moment?

Mr. Barnes: Yes.

Mr. R. F. Johnston: Is there anyone in those spaces at the moment taking a White Oaks-style program?

Mr. Barnes: Are there any children actually in those?

Mr. R. F. Johnston: At this moment.

Mr. Barnes: I believe there are some starting right now, but I can get the details for you. I will report back to you on that and let you know.

Mr. R. F. Johnston: I would like that if you could.

Mr. Barnes: Okay. Fine.

Mr. Boudria: The minister probably knows that some time ago I put a question on the Order Paper regarding the cost of closing that particular facility.

Hon. Mr. Drea: Yes, and you will get a written reply.

Mr. Boudria: It has been a relatively lengthy period of time, because you are not finished closing it yet.

Hon. Mr. Drea: No, but you asked some questions that we are not responsible for. You asked for the cost of security, the policing of the area. That is not ours. That is Government Services. We have to get that data from them.

The moment we vacate it becomes the property of the Ministry of Government Services. We are not in that service any more.

Mr. Boudria: The reason why the question was asked, Mr. Minister, is if you try and identify what it had cost to close it down as opposed to keeping it open, of course—

Hon. Mr. Drea: Mr. Boudria, it would have cost a great amount of capital money to bring it up to standard and we were warned for the last time by such eminent practitioners as the fire marshal.

When I have emotionally disturbed children under treatment who are obviously the responsibility of the government, do you want me to disregard the fire marshal? In some minor things, I suppose, you can for a while. But after a while, really—

Mr. Boudria: You are saying the cost of renovation to bring it up to standard was prohibitive.

Hon. Mr. Drea: It was not renovation. It was almost the whole structure.

Mr. Barnes: Yes, it was. The cost of renovation was about \$2 million—

Hon. Mr. Drea: Have you been there?

Mr. Boudria: Oh, yes.

Mr. Barnes: —in 1979-80 figures to bring it up to safety standards, to deal with all the fire

issues, to renew the educational facilities and so forth.

The actual cost of closing—and I believe the answer has already been sent over for tabling—is in scores of thousands. I mean, it is literally nothing compared with the \$2 million in 1980 dollars it would have cost us to rebuild.

Mr. Boudria: The reason why I was mentioning it, Mr. Minister, is that I did, as you asked, go to visit the facility. The housing tenements in particular looked rather sound from a housing standpoint. Of course, as a facility for children, I recognize that the standards are probably far different and I will not even attempt to judge what they would be.

Hon. Mr. Drea: I will tell you, Mr. Boudria. When I was the Minister of Correctional Services and we were closing Glendale, which is now called Sprucedale, the juvenile corrections centre in Hagersville was under the very stern gaze of the fire marshal. We bought some time by putting this program in there, not using all of the facility, but you come to a point where you do get warnings.

I suppose, in hindsight, it might have been better to start that staff arrangement off in another location. But you always do what you think, where you have the opportunity at a facility. However, if you are asking me now whether the ministry should be charged for the cost of policing the thing, no.

Mr. Boudria: No. That was not—

Hon. Mr. Drea: That was included. You included it.

Mr. Boudria: Yes, but I have to know the cost to the government as opposed to one ministry versus the other. No, Mr. Minister, I did not question that. I was interested in the total cost of closing down the facility, not whether one ministry should charge back the other.

Mr. Chairman: You will be getting an answer, I am sure.

Mr. Boudria: Thank you.

Hon. Mr. Drea: You asked why the delay and I told you because we do not have control over it.

Mr. McClellan: I just have a couple of basically factual questions. I had asked last year for a status report on the triministry project for children in homes for special care and received a very helpful document from Miss Ann Malton. I simply wanted to ask if I can have a similar progress report for this year—

Hon. Mr. Drea: Yes, you can. You have it in your hand.

Mr. McClellan:—dealing with the number of assessments completed.

Hon. Mr. Drea: We also dealt with it in the opening statement.

Mr. McClellan: Oh, fine.

Hon. Mr. Drea: It is in Hansard.

Mr. McClellan: Okay. Say no more. I look forward to seeing that.

Secondly, the number of subsidized day care spaces in Ontario: I could not find it in the book. I found the total number of licensed spaces. I just want the number.

9:50 p.m.

Mr. Barnes: Approximately 22,000 day care spaces. I would like to make a comment on that because I have always been worried about our preoccupation with spaces when you can have more than one child in a space. The number of children served in those spaces may be more or less than 20,000. I am sorry, I am talking to myself, I think.

I say that with caution because, when we talk about spaces, it depends on the level of subsidy being given, it depends on whether they are full-day children or half-day children, where two children occupy one space, etc. So I treat them with caution.

Mr. McClellan: You are likely saying there has not been any increase. Am I wrong? What was the increase in the subsidy spaces during the past fiscal year?

Mr. Barnes: Fifteen hundred.

Mr. McClellan: How many new spaces are you anticipating for the coming year?

Mr. Barnes: Between 1,300 and 1,400 this coming year.

Mr. R. F. Johnston: It is 1,321, subsidized non-MR.

Mr. Barnes: That would be a minimum number, by the way. We are averaging that out at about \$2,800 a space in a number of areas. I think it will be a little more than that.

Mr. McClellan: I serve notice that when we come to concurrence later in the year, probably in December, we will probably want to just review progress. It is early in the fiscal year; you have made your announcements and people have anticipations. We will probably review it in the fall when we have an opportunity.

Hon. Mr. Drea: Do you want a progress report in December?

Mr. McClellan: Yes.

Hon. Mr. Drea: I will give you one.

Mr. McClellan: Third, the hard-to-serve committee in Metro—what is it called?

Mr. Barnes: IMPACT—Inter-Ministerial Placement Action Committee of Toronto. Are you talking about Heather Crawford's group or are we talking about the IMPACT group, which is the cross provincial one, really. Let us talk about Heather Crawford's group.

Mr. McClellan: Is Metro children's aid society participating in that group?

Mr. Barnes: Yes.

Mr. McClellan: Since when?

Mr. Barnes: They actively started being involved in that one about 18 months ago. I am trying to remember the exact time. There was a lot of discussion about whether they would or not at the time but they came in with us in the end.

Mr. McClellan: In the end.

Mr. Barnes: I am trying to remember when this was. I am going back about two years now, I think, when we set up that hard-to-place committee. I am not sure it is not three years ago now. Do you remember project options and the Central Toronto Youth Services?

Mr. McClellan: Yes, do I ever.

Mr. Barnes: That was about three years ago. I am certain Metro came in after a fair amount of discussion.

Mr. McClellan: I thought they came in and then went out.

Mr. Barnes: Not to my knowledge. There have been issues and questions, but I do not think they are out of it in that sense. I can check up for you.

Mr. McClellan: Is it fair to say there is a lot of dissatisfaction with the progress?

Mr. Barnes: Yes. As is fairly typified in this area, it is very difficult to get different interest groups to see exactly the same foothills and problems at exactly the same time.

Mr. McClellan: Are we not really dealing with the same kinds of problems?

Mr. Barnes: Yes, I think we are, but we have got a series of different interest groups with different perspectives. It is no secret that we have the issue of ensuring we have available beds for hard-to-place children, who determines

how those children should get into those beds, who has the right of saying no, and at what point does the CAS have the right to take those beds. There are obviously some very real issues involved with that, which I think through a process, if I may say so, of gradual persuasion, we are beginning to win, but it is gradual; it is more gradual than I would ideally like to see.

Mr. McClellan: As of last week, or however current the statistics would be, how many children would be before the committee waiting for placement?

Mr. Barnes: I will take notice of that and we will get the information for you.

Mr. McClellan: If you would, I would be grateful. At any rate, time is fairly crazy—

Mr. R. F. Johnston: The tracking system.

Mr. McClellan: The tracking system. Where is Mr. Ozerkevich today?

Mr. Barnes: Alberta.

Mr. McClellan: The clever devil.

Mr. Barnes: Running a health care system.

Hon. Mr. Drea: You said "clever devil." Perhaps not. Things have changed.

Mr. McClellan: We were promised all kinds of wonderful regional breakdowns in years gone by. They may have been produced and it has simply been an oversight in not getting them to us. I do not know whether Richard has seen anything.

Mr. R. F. Johnston: I have some stuff.

Mr. Barnes: I can give you the most available statistics we have coming out of the system. From particularly an advocacy point of view, we are finding it useful because Les Horne and our regions can use it to identify children who have been moved more than they should have been and appear to be at risk as a result. We do have program statistics around the children's aid societies coming out. They were previously filled by a multitude of forms we had. I can give you the up-to-date statistics on that.

I would like to be fair about the system. One of the problems we are having is that we are getting information in from 51 different societies. Verifying that information can be difficult at times. It is taking a little too long. We are trying to look into that and see what we can do to improve that situation.

Mr. McClellan: Are the children's youth institutions using the tracking system?

Mr. Barnes: They will be. If a children's aid society child is in a residential system, yes, we

will be picking up on it. We have not spread it beyond the children's aid society children at this time.

Mr. McClellan: That would mean a number of kids would disappear at various points within the system as long as they are not being directed from a CAS.

Mr. Barnes: If they are not being directed by CAS, we are not picking up all residential children. Until we are picking up all residential children—I know there are a few gaps in some of them. I was looking at that.

Ms. Waterfield: You have to be specific in the kind of question you are going to ask. If you can be specific or provide us with the information, we will try to get it for you.

Mr. Barnes: We are going back to those statistics.

Mr. R. F. Johnston: Can you tell me who the children are in a specific home at a specific time under the Children's Institutions Act?

Mr. Barnes: I could not tell you the names of those children necessarily, but I could tell you the file numbers and the identifiers of those children.

Mr. R. F. Johnston: For sure?

Mr. Barnes: Yes.

Mr. R. F. Johnston: Are you sure that is being given to you on a regular basis?

Mr. Barnes: Yes. Let me make one point. We have a unique identifier, and we discussed this very clearly with you. We cannot pick up the name of the child through the computer system, we can just pick up the file.

Mr. McClellan: Okay, as long as their placement is being directed by a children's aid society, but if it is being directed by someone else and then into a children's mental health centre—

Mr. Barnes: Let me come back to you on the other ones. I know we have been having some problems around some of the verification of the information in the other areas. I would like to be absolutely certain as to where we are accurately up to at this time.

I am satisfied with the CASs, I am not entirely satisfied with the other residences at this time. I am not entirely satisfied with the children's mental health centres. We are getting information, but I am not satisfied in terms of its accuracy and we are doing a lot of verification work.

One of the problems with systems in this particular ministry is that we are very depen-

dent on input from a broad number of agencies who vary enormously in their degrees of sophistication. Trying to get consistent information from these differing agencies gives us problems.

10 p.m.

Mr. McClellan: Just to go back to my first question, could I ask that the same kind of report Ms. Malton prepared for me last year be provided this year when it is convenient?

Mr. Barnes: Yes. I can let you have that almost immediately.

Mr. McClellan: Thank you. I think Mr. Wildman had—

Mr. R. F. Johnston: He is on developmental services.

Interjection: No, that is the next vote.

Mr. R. F. Johnston: I know Mr. Wildman does have matters he would like to raise under the next vote, but there are one or two other things on this vote that I would like to ask. These are things I alluded to in the opening remarks.

My extrapolation from your figures on the declining number of foster homes is about 361. The last time I was before the children's aid society I asked them why they thought this was happening. They all yelled back to me it was money that was the problem. Is that your interpretation of what the difficulty is in the numbers of foster homes in the province?

Mr. Barnes: All right. One of the reasons we tried to improve the image of foster care and did so much work on it was that the number of foster homes were dropping off. That is due to the different social mores, women going to work, attitudes and so on. I think we have halted the decline and we have improved the ratio of foster homes to the total number of children in care.

I am firmly of the belief that if we had not taken the actions we have taken over the last two to 2½ years, we would not have seen that happening. There are not as many as we would like to have. We would like to have a lot more.

We are not just talking about the traditional image of putting some of the easy children into the foster homes. We are talking about teen-age children, we are talking about older children. We are doing a lot of training and a lot of work on this. We are holding our own. In fact we are improving the ratio. I would like to see more foster homes in general.

We will continue to work on it. I think the fact

we are improving the ratio is something in favour of what we have been doing.

Mr. R. F. Johnston: Bunk beds?

Mr. Chairman: Mr. Johnston, if you do not mind, is this a supplementary to Mr. McClellan? I had Mr. Boudria listed prior to your question.

Mr. R. F. Johnston: No.

Mr. Boudria: It does not matter.

Mr. Chairman: You do not mind? Okay, go on.

Mr. McClellan: Mine was supplementary to Mr. Johnston's.

Mr. Gillies: They are supplementary to each other.

Mr. R. F. Johnston: How are you ruling on this, then?

Mr. Chairman: Well, apparently Mr. Boudria does not mind if you precede him—

Mr. R. F. Johnston: These are all pretty quick things.

Are there really regional problems with that? I remember seeing some figures from the north-east in the Sault Ste. Marie area and Sudbury, where there were severe problems in foster homes. Could we just have a breakdown on that?

Mr. Barnes: Yes, I can give you that. Getting foster homes is a more specific problem in the north, there is no question of that.

Mr. R. F. Johnston: Again, I will not have time to do it today, but at some point I would like more information on the effects of that and other matters on native children's programs that are on reserves now—

Mr. Barnes: I have information on on-reserve and off-reserve native programs in the north and in the south.

Mr. R. F. Johnston: If you could just give that to me rather than me going through the questioning, that would be fine.

Mr. Barnes: Yes.

Mr. R. F. Johnston: I noticed on page 76 that the capacity of some of these group homes had dropped. I did not understand exactly why that was. I cannot remember if I raised it in my opening remarks or not, but that is on page 76 of this book. The average number of monthly cases of probation and aftercare in group homes is down. The capacity is down about 68 in terms of the number of people in homes.

Hon. Mr. Drea: Or nonresidential placements?

Mr. R. F. Johnston: That is what I am not exactly sure of and I would not want to just—

Hon. Mr. Drea: Well, it is a different clientele, too. Many who used to go into group homes, which were very restricted, are not going into residential care. They are in the community. Consequently in many cases the market has dried up; Opportunity House, for instance. They said it was the per diem and it was not. The children's aid society does not have that type of child for residential placement any longer.

Mr. R. F. Johnston: I would like to deal in detail with the children's youth institutions at another time. I will not have time to do it today because I have some concerns about the funding process for them. I will also leave day care for another time, given that we have not got to the developmental question at all and there is only 20 minutes left.

Mr. Barnes: Can I say one thing about the correctional group homes very quickly?

Mr. Chairman: Yes.

Mr. Barnes: We did determine not to close them down but we also determined not to continue, as some closed down, to open them.

The basis of what we were doing was retaining guaranteed beds which meant we were retaining empty beds at cost. We decided that was not the most effective way of doing it and that we would rather use general group home beds wherever possible. So, we started cutting back on the specifically identified beds for correctional juvenile offenders, which is why you are seeing a drop in that figure.

In fact, we are making much more use of group homes for the juvenile offenders than we have in the past. We are putting them into the general run of group homes across the province rather than retaining specific beds for the use of correctional children only.

Mr. R. F. Johnston: Is the reason the average stay is up because those who are there are harder, longer cases? Or is that the wrong way of putting it?

Mr. Barnes: Are you looking at the observation and detention homes now?

Mr. R. F. Johnston: I think so.

Mr. Barnes: I think you are looking at O and D homes there. The average stay is up and there are two reasons for that:

One, we have open group homes and I think a lot of the judges feel less concerned about keeping a child on a little longer.

Two, also, in some areas we have introduced predispositional assessments, mainly in the south-east, southwest and Metropolitan Toronto. That on average takes a little longer for those children who need it. The time taken to provide the predispositional assessments of those children must have the impact of raising the average of the total number of children.

Mr. Chairman: Any further questions? Mr. Boudria, you are next.

Mr. Boudria: I have two questions, one of which I am sure the chairman is just dying for me to ask. It is the issue of day care at Queen's Park.

Mr. Chairman: I am not dying. I do not know why you came to that conclusion.

Mr. Boudria: I am sure you are very eager, in any case. I know you have a resolution which will be debated this week on the issue of day care at Queen's Park.

Mr. Chairman: I will die if it fails on Thursday.

Mr. Boudria: You know it is a matter in which I have been interested as well. I recognize that some of the things I will be asking do not relate directly to your ministry but rather more directly to your government.

Hon. Mr. Drea: All of them.

Mr. Boudria: You do not know which ones I am going to ask yet, but probably—

Hon. Mr. Drea: You have already asked me or you have asked me in the press, one or the other.

Mr. Boudria: The few issues I want to raise are in relation to day care in the general work place, not just here at Queen's Park.

One of the things I feel is required in order to encourage this is changes in the Assessment Act. You would be very right in saying that has to do with the Ministry of Revenue.

We want to encourage other places to have child care facilities, such as the Manufacturers Life Insurance Co., which has child care facilities on the premises right now. I understand one of the hospitals in Toronto also has a similar facility.

If there were some kind of mechanism by which at least the square footage used for day care purposes in those buildings was not taxable or something like that, it would provide a small incentive to industry.

Hon. Mr. Drea: I do not think it is taxed in the hospital.

Mr. Boudria: No. In the case of the hospital, it is not. But it is in the case of the Manufacturers Life. Some auto manufacturing plants could probably avail themselves of the same thing, if it existed.

I am trying to illustrate to the minister that lack of day care facilities is always attributed to your ministry. Your ministry should be involved in encouraging other ministries to provide the incentives required in order to have the spaces, because you suffer from the side effects if they are not there, if you follow what I am saying.

One way in which some members feel the government should show leadership towards industry in providing work place day care is by instituting a day care facility at Queen's Park. That is how this whole topic comes up.

Another area is the use of empty classroom spaces for the same thing. In many of those cases, with the exception of Queen's Park, the property tax matter is of concern. You replied to me in the House that the Minister of Revenue (Mr. Ashe) was looking at it and you were sure it would be fixed right away.

Hon. Mr. Drea: No, I did not say that.

Mr. Boudria: I cannot remember the exact terms.

Hon. Mr. Drea: Someone over there said they could read between the lines of what I was saying. I said, "Do not do that."

Please, Mr. Boudria, if you want to quote me on changes in legislation or in regulations by other ministries, I have never said it would be fixed very shortly.

10:10 p.m.

Mr. Boudria: I forget the exact term, but the minister did say—

Hon. Mr. Drea: I said we were having discussions. I was somewhat optimistic, but I never said that. Please. You check it back and find out.

Mr. Boudria: I will check it back, but to my mind—

Hon. Mr. Drea: I do not know why you keep asking me. The minister's name is Ashe. He is in the House virtually every day.

Mr. Boudria: I am quite familiar with that. I will be asking him at his estimates as well, but I—

Hon. Mr. Drea: You can ask him in the House.

Mr. Boudria: The commitment I am looking for is one from your government, as opposed from your ministry.

Hon. Mr. Drea: You have the facility of asking the minister who has certain responsibilities to commit other ministers who have responsibilities to certain procedures. If you want to find out what exactly is going on concerning the assessment of schoolrooms when they are converted for use into day care, it is really the answer of the Minister of Revenue, it is not mine.

Mr. Boudria: You know we have asked Mr. Ashe that question and as yet we have not had much of an answer.

Hon. Mr. Drea: In fairness, do you ask the Minister of Revenue what I am doing in the Ministry of Community and Social Services? No. Somehow when it comes to me, you ask me what these other people are doing.

Mr. Chairman: With all respect, Mr. Boudria, your question on tax exemption or partial exemption for properties or facilities allocated for day care would have to be answered by the Minister of Revenue.

Mr. Boudria: As I said, I recognize that.

Mr. Chairman: If you asked the question in the jurisdiction the minister has, perhaps you would have some answer.

Mr. Boudria: Perhaps I will just ask the minister to use every influence he has upon his colleague. I guess this does not even need a reply.

Hon. Mr. Drea: I will draw this problem to his attention. I said that some time ago.

Mr. Boudria: That is satisfactory. The minister is expressing his concern and I will take it then that—

Hon. Mr. Drea: I do not know very much about assessment but I do not think there is the problem other than in schools. I do not think there is a problem for Manulife in its assessment.

Mr. Boudria: They are already taxed for—

Hon. Mr. Drea: Yes.

Mr. Boudria: The question I will address now is whether or not it would be an incentive to offer them a similar kind of exemption for that number of square feet. I recognize the incentive would be so small as a percentage of their total property taxes that it might not be worth while.

Mr. Chairman: Once again I do not want to interfere with your questioning out of order, but it has absolutely nothing to do with the estimates here.

Hon. Mr. Drea: I think in fairness we would prefer to see, number one, an upward revision of the child tax credit for income tax purposes. I think that would do more good than any local assessment in angling for adjustment.

Mr. Boudria: You are so right.

Hon. Mr. Drea: Secondly, I do not think we would want to get into tax incentives because to a very profitable industry the tax incentive would seem to be worth much more to one that perhaps is not so profitable.

Mr. Boudria: Not the property tax?

Hon. Mr. Drea: We are talking about general tax incentives.

Mr. Boudria: I was talking about property taxes.

Hon. Mr. Drea: Your difficulty with adjusting property taxes is it has an impact on the municipality. If you give Manulife or whatever an exemption, you or I have to come up with the revenue to keep the municipality going.

If you want to talk in a broad field of incentives, then we do have some ideas about some incentives we could offer which might persuade some areas of the private sector to become involved.

Mr. Boudria: You are actually pursuing such a thing?

Hon. Mr. Drea: No, I am not. I did not say that.

Mr. Boudria: You are looking at it?

Hon. Mr. Drea: Yes, but it has nothing to do with the property tax. Those two things have to be kept separate. The empty schoolroom matter is purely a matter of assessment, because obviously the school board can make a profit.

We have provided some incentives for a "private" Hospital for Sick Children. I provided incentives on it before anyone else. That is really something indigenous to the hospital field because they are in a position to do that. It is slightly different in a private building.

Mr. Boudria: You raised the matter of the income tax credit. I want the minister to know I expressed that concern to the parliamentary secretary to the federal Minister of Finance (Mr. MacEachen) over the weekend. I did not get a commitment from him, but I did express to him that I thought if—

Hon. Mr. Drea: Did you even get a smile from him?

Mr. Boudria: I will not even reply to that. But I did voice those concerns—

Hon. Mr. Drea: You have my support in your efforts.

Mr. Boudria: Thank you. If I may—

Hon. Mr. Drea: Indeed, not just for the provision of the child tax credit. There are some others which could be very equitably handled by that mechanism, not just day care. An expansion of the child tax credit would be extremely meaningful for the sole-support mothers who are gainfully employed.

Mr. Boudria: My next question, Mr. Minister, is one which has caused a bit of difficulty between you and me in the past. Again, and hopefully for the last time, there is the issue of Champlain School.

Hon. Mr. Drea: Oh, no. You will never believe it.

Mr. Boudria: No. I am not saying that, Mr. Minister.

Hon. Mr. Drea: Every time we tell you, you go back and then you come back and say, "Do something else."

Mr. Boudria: No, Mr. Minister. As you remember in my opening remarks, I said I was going to bring some documentation to the estimates later which suggested mini-facilities, some of which would have been relocated in my riding. I thought I would share these items with you and hope it will bury the thing forever from here on in.

Hon. Mr. Drea: Would you share it with me? You had better share them with my adviser. He is the one in charge.

Mr. Boudria: I have the whole file here.

Mr. Barnes: Do you want to do that now, Mr. Boudria, or do you want to do that later?

Mr. Boudria: Well, are we not on that vote at this time?

Mr. Barnes: I was just wondering if you wanted to take the time out now or whether you would like to do that after the estimates. Then you and I could get together and go through the stuff. I leave it entirely with you.

Mr. Boudria: Mr. Chairman, in order to reply to that matter I would have to know how much time the committee has left. Do we have only 15 minutes or do we have until 11:30?

Mr. Chairman: I would have hoped there would have been a unanimity. We made an informal survey of the opinion of the members of this committee on three options and except for yourself, Mr. Boudria, there seems to be a

consensus that we forego some of the time left on the estimates and finish tonight at 10:30.

Mr. Boudria: At 10:30?

Mr. Chairman: Unless you wish to have a vote. I am sure we can proceed on a division.

Hon. Mr. Drea: Would you like us to sit here afterwards and deal with Alfred for the last time?

Mr. Boudria: I do not want to delay other members of the committee if I am the only one who—

Mr. Chairman: Yes, you are.

Mr. Boudria: I thought from looking at the survey earlier there were other members who opted for venture, or whatever it was.

Mr. Chairman: Mr. Gillies had a or c. Obviously the c was acceptable to them.

Mr. Boudria: Oh. Okay then, Mr. Chairman. I will not question this matter any further. I will just—

Mr. Barnes: Fine. We will get together in a week.

Mr. Boudria: Yes. For better briefing.

Mr. Barnes: I will give you a ring and we will get together and I will go through it with you.

Mr. Boudria: Okay.

Mr. Chairman: Could we carry item 6?

Item 6 agreed to.

On item 7, developmental services—adults and children:

Mr. Wildman: I have a matter on which I would hope I could get some clarification. It pertains to the only schedule 3 facility in Ontario, at St. Joseph's Hospital in Elliot Lake. I wrote to the minister on March 25 of this year raising some questions about the steps the ministry was taking to rectify some serious problems identified by the team assessments which—

Hon. Mr. Drea: By the way, Mr. Wildman, it is not a schedule 3 facility if you are talking about St. Joseph's Hospital at Elliot Lake.

Mr. Wildman: Oh, well. Okay.

Hon. Mr. Drea: I think there is a bit of confusion.

Mr. Wildman: Whatever it is, I want to know—

Hon. Mr. Drea: It is not a schedule 3 facility. It is a hospital.

10:20 p.m.

Mr. Wildman: St. Joseph's Hospital is a hospital, yes.

Hon. Mr. Drea: No. Wait, please. The children's end of it in there is a hospital. It is not a schedule 3 facility.

Mr. Wildman: With respect, Mr. Chairman, I would prefer it if I could raise my questions and then have the minister respond since we are so short of time.

Hon. Mr. Drea: Okay.

Mr. Chairman: Please proceed, Mr. Wildman.

Mr. Wildman: Whatever the designation of the facility, I would like to know what is being done about the findings to rectify the situation for the children.

That is, the environment was found to be restrictive; there was inadequate stimulation of the children's development process; the medical staff were carrying out their responsibilities but there was inadequate developmental care, something in the range of 2½ hours per day of developmental stimulation outside the children's cribs for the 11 children at the time; and there was inadequate space and equipment. Apparently there had been a request to provide about \$2,500 worth of physiotherapy, toy and language developmental equipment, and so on.

I also suggested that perhaps the hospital was not the best site in which to have these children located and that assessments of each of the children should be done in order to determine whether there were other more appropriate environments in which they could be located for their development.

I do not pretend to be anything like an expert on social services or developmental care for children, but I am, as I am sure most of us would be if they had seen that facility, very concerned about the care these children are receiving.

I did write to the minister and apparently there was some kind of mixup. At any rate, I have not as yet received a response. I understand that the ministry has been in discussion with a number of people about improvements there and I would like to know what progress is being made.

Hon. Mr. Drea: There is someone here for you.

Mr. Barnes: Yes. Can I just bring in a general update? Then perhaps Mrs. Samler, who is in charge of the mental retardation services unit of our operational support branch, can bring you fully up to date in specific details.

As we have said, it is not a schedule 3 facility. It is a chronic care hospital or a hospital funded

by the Ministry of Health, but there are children in the chronic care unit.

Through our triministry project it was agreed that we should become involved in planning the services of some of those individual children. I have to emphasize that the primary responsibility for providing the services does rest with the Ministry of Health but we did agree to become involved.

As a result of that, the Algoma District Mental Retardation Service Association provides stimulation programs for these children to complement the hospital's existing programs. Between October 1981 and January 1982 two of our agencies, or two of our funded centres—the Muskoka Centre in Gravenhurst, which is directly operated by us, and the Algoma District Mental Retardation Service Association—completed physiological, psychological and communication assessments on all the children.

At the present time, the triministry group project is co-ordinating the hospital and the Algoma district MR service functional, medical and nursing assessments on each child. Once these assessments are complete a plan of action can be developed to meet each child's individual needs.

Mrs. Samler may have more up-to-date information on the specifics, or on any meetings that are currently taking place of which I am not aware.

Mrs. Samler: In addition to that, I could add that the assessments are now completed on each of the 11 children and that case conferences are under way. We should have final results of those, I would say, within the next month.

The present plans seem to be in the direction of relocation of the children. I think we are in agreement that excellent hospital care was provided, but not particularly satisfactorily stimulating developmental programs.

We have also had the Ontario Association for the Mentally Retarded appoint Mr. John Taylor as their advocate. He attends case conferences and participates where parents are in agreement, so we have someone from outside who is monitoring them and who can give a shout if things look as if they are going off target.

Mr. Wildman: Okay. I am encouraged to hear that. Do you have any idea when this process might be completed?

Mrs. Samler: I think the case conferences will be completed in a fairly short time. Because some of these children are multiply handicapped, in a physical as well as developmental

sense, we are going to have to use some care in picking the places for them.

Mr. Wildman: I would think, as a layman, there is no question that there are some who will need continuous medical care.

Hon. Mr. Drea: Yes.

Mr. Wildman: I appreciate the response and I will look forward to hearing further when you have come to some kind of conclusion.

I do not like to sound to be nitpicking, but really my only question is could I have not received a response before this? The letter was written on March 25.

Hon. Mr. Drea: I thought you did, Mr. Wildman. You wrote a press release to me and I wrote a press release back to you. You wrote me an open letter which I read in the paper before I received your letter and we replied.

I do recall that, Mr. Wildman. I do not think you were here.

Mr. Wildman: I have yet to receive anything in my office.

Hon. Mr. Drea: It was sent to you.

Mr. Wildman: When we contacted your office, they did not know where my letter was and they asked me for a copy so they could respond.

Hon. Mr. Drea: Mr. Wildman, whose office did you contact?

Mr. Wildman: I contacted your office, your correspondence secretary.

Hon. Mr. Drea: I wrote to you. Mr. Wildman. I do recall you wrote an open letter, is that not correct?

Mr. Wildman: That is correct.

Hon. Mr. Drea: Yes, and I replied to you. I am sorry if it did not get to you, but believe me I replied to you.

Mr. Wildman: On May 17 I talked to someone named Cathy in your office. She asked us for a copy and someone was sent to pick it up. She assured me they would work on a response right away. I have yet to receive a response.

Hon. Mr. Drea: I replied to you long before that, Mr. Wildman.

Mr. Wildman: At any rate, I am not concerned about that.

Hon. Mr. Drea: It was back in March, if I recall correctly, wasn't it?

Mr. Wildman: I am concerned that we have some progress and I look forward to hearing—

Hon. Mr. Drea: I will look forward to hearing

from you, Mr. Wildman, if you do not get a reply—

Mr. Chairman: There may be some communications problem but I hope it will be resolved to your mutual satisfaction.

Hon. Mr. Drea: I know of your interest and I know of Mr. Ramsay's interest. If it ever occurs again that you somehow do not get a reply, just phone me or send a note over in the House.

Mr. Wildman: Fine.

Mr. Chairman: Thank you, Mr. Wildman.

Mr. Johnston, it is almost 10:30, but you indicated you had a question to ask.

Mr. R. F. Johnston: I am going to ask it now. I realize we have given up time in the committee to do other things or meet other priorities and we cannot do all things. I would just like to get some information on the numbers of people, adults, etc., in institutions and I am getting that information, so I am quite happy.

Mr. Barnes: In mentally retarded?

Mr. R. F. Johnston: In MR.

Mr. Chairman: It being almost 10:30, I would like to thank you, Mr. Minister and your staff, Mr. Barnes, Mrs. Noble.

Mr. Gillies: We have a vote, Mr. Chairman.

Mr. Chairman: Oh, amazing how you react by a Pavlovian reaction. If there are no more questions and comments on item 7, shall item 7 carry?

Item 7 agreed to.

Vote 3102 agreed to.

Mr. Chairman: This concludes the estimates of the Ministry of Community and Social Services.

Shall these estimates be reported to the House? So be it.

There have been requests to table some statistical data, Mr. Minister, and I would appreciate it if it were sent to all the members of the committee.

Hon. Mr. Drea: We will do that. What we will do, Mr. Chairman, is file it with you or file it with the clerk. If there are any additional things on which people would like information, if they would just forward the request through you so there is a central record of it we will be very glad to reply in whatever detail is required and file it with the clerk. Perhaps it could be used at the time of concurrence.

Mr. Chairman: Thank you for your cooperation, Mr. Minister. Thank you, once again, Mr. Barnes, Mrs. Noble, Mrs. Samler.

The committee adjourned at 10:29 p.m.

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SPEAKERS IN THIS ISSUE

Boudria, D. (Prescott-Russell L)
 Bradley, J. J. (St. Catharines L)
 Drea, Hon. F.; Minister of Community and Social Services (Scarborough Centre PC)
 Gillies, P. A. (Brantford PC)
 Johnston, R. F. (Scarborough West NDP)
 McClellan, R. A. (Bellwoods NDP)
 Shymko, Y. R.; Chairman (High Park-Swansea PC)
 Wildman, B. (Algoma NDP)

From the Ministry of Community and Social Services:

Barnes, P. H., Assistant Deputy Minister, Children's and Adults' Operations
 Samler, A., Manager, Mental Retardation Services Unit, Operational Support Branch
 Waterfield, S., Senior Manager, Program Information, Children's and Adults' Operations



Ontario

LEGISLATIVE ASSEMBLY

No. S-6

Legislature of Ontario Debates

Official Report (Hansard)

Standing Committee on Social Development

Estimates, Ministry of Education



Second Session, Thirty-Second Parliament

Monday, June 7, 1982

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Monday, June 7, 1982

The committee met at 3:50 p.m. in room 151.

After other business:

4:27 p.m.

ESTIMATES, MINISTRY OF EDUCATION

Mr. Chairman: We are now proceeding with the estimates of the Ministry of Education, but I believe Mr. Grande had something to say, or had a motion.

Mr. Grande: Yes, Mr. Chairman.

Mr. Chairman: Mr. Grande moves: 1. That the estimates of the Ministry of Education be set aside so that input from the public be now heard on the devastating effects that Bill 127, the Municipality of Metropolitan Toronto Amendment Act, 1982, will have on: (a) the delivery of educational programs and services to the children in Metro Toronto; (b) the orderly collective bargaining process between teachers and their respective boards;

2. That the Education Relations Commission be present at the earliest possible date so that members of the committee will have a better appreciation of how smoothly collective bargaining is progressing as of its last report, 1981, and of the impact that Bill 127 will have on collective bargaining within Metropolitan Toronto;

3. That some or all of the public hearings be scheduled for evening hours to make it convenient for working parents and groups of working parents to provide input.

Would you have copies of your motion to distribute to all the members of this committee, Mr. Grande?

Mr. Grande: I doubt if I have enough copies, but I certainly will give you as many copies as I have.

Mr. Chairman: The members are aware that on June 4, last Friday, the annual report of the Education Relations Commission for the year ending August 31, 1981, was forwarded to this committee on a petition of 20 members. We also have scheduled on the Order Paper the estimates of the Ministry of Education, beginning with the allocation of 14 hours today, to be followed by the Provincial Secretariat for Social Development, etc.

It is quite proper for a member of this committee to have a motion to be discussed as to the way we shall proceed, and it is also proper for this committee to listen to that motion, think about it and perhaps make a decision as to whether we will proceed as indicated on the Order Paper, dealing with the estimates today, or accept the motion by Mr. Grande that instead, my understanding is, we set aside the estimates of the Ministry of Education and deal with the annual report. Is that the general understanding of that resolution, eliminating all the details and frills?

Mr. Grande: That is exactly right.

Mr. Chairman: That is exactly what you have before you. Any comments on this?

Mr. Grande: Mr. Chairman, is it possible for me to speak to the motion?

Mr. Chairman: Yes. It certainly makes sense if you wish to dwell on it.

Mr. Grande: The reason this motion is before this committee today is that I believe there is nothing that has happened in the Education portfolio this year that is of such a devastating nature as Bill 127, which was introduced last week by the Minister of Education (Miss Stephenson) in the Legislature.

4:30 p.m.

The Minister of Education, in introducing that bill, talked about the purposes of the bill and what it is about. The major purpose of the bill is the provision to require the Metropolitan Toronto School Board and the six boards of education to bargain jointly with their elementary and secondary teachers respectively on salaries and other financial benefits for teachers and on the method by which the number of teachers to be employed by a board is determined.

The next sentence is that "negotiations will continue to be carried on locally on matters of local concern." As you are aware, on Friday I got myself involved in a bit of unparliamentary language in the Legislature.

Mr. Chairman: You are not going to dwell on this in more detail? We are aware of it.

Mr. Grande: Mr. Chairman, today I withdrew

the unparliamentary remark. The simple reason I got involved is that the Minister of Education is creating an impression that at the local level negotiations will continue to be carried on on matters of local concern. I suggest to you that once salaries have been decided upon by the so-called master agreement, the financial benefits for teachers, then the method by which the number of teachers to be employed by the board is determined takes up, in effect, if not 90 per cent, at least 80 per cent of the negotiations that go on.

The Metropolitan Toronto School Board is going to determine what is a financial condition. It is not only going to determine that, but it is going to be determining, if one reads the bill carefully, whether a local board will be able to have a local agreement and the kind of terms in that agreement. If there is any concern at all that a particular local term is not in agreement or is at variance with the master agreement, then that particular board has to go to the Metro board. Before the Metro board makes a determination, it has to go back to the other area boards and say, "Does this establish a precedent for you?"

I submit that process pretty well destroys local initiative in terms of a local school board. It pretty well destroys any kind of policy changes a particular board may want to make based on childrens' educational needs. Therefore, I certainly felt, as Education critic for the New Democratic Party, I should not allow that kind of perception to continue, the perception the Ministry of Education has been attempting to give to the people of Metropolitan Toronto.

We have heard about the effect the changes in this particular bill will have on the delivery of educational programs to children in Metropolitan Toronto. We have certainly heard from some boards that special classes will be cut back. We have heard that small schools would have to be closed. We have heard that 55 teachers could be fired and class sizes may increase if the bill proposed in the Legislature is passed.

I have been involved in the educational process for the last 15 years. One of the major purposes for my coming to this Legislature or presenting myself to the people of Oakwood for election to this Legislature was exactly that I considered education and the delivery of educational services to the kids of Metropolitan Toronto to be of paramount importance. Whether it comes from the government or from anybody else in this province, I will not tolerate the

erosion of those services and those programs for the children.

Item 2 in that motion speaks to the collective bargaining process and the orderly collective bargaining process that should be going on between teachers and boards. I want to refer members of the committee to the Education Relations Commission annual report for 1980-81. This is the last report we have from that commission.

On page 2 of the report it talks about the collective bargaining process that has been going on under Bill 100 which, as you know, is the bill on collective bargaining between teachers and boards that was passed in early 1975. The commission makes nine points, the first of which says, "The length of negotiations declined in every panel (elementary, secondary and separate)."

"2. There was a significant reduction in the number of dispute resolution stages (provided under Bill 100) which were utilized by the parties;

"3. There was a significant reduction in the number of third parties which had to be appointed by the ERC;

"4. The number of fact finding appointments required under the act showed a large drop from 1979-80.

"5.—"

Mr. Chairman: Are you going to read the entire report, Mr. Grande?

Mr. Grande: No. I just want to point out to you, and make the case to you and to this committee, that the collective bargaining process between teachers and boards is proceeding smoothly and has never been better since 1975. The effects Bill 127 will have on the collective bargaining process are just disastrous.

I want to point out to you that it is not me saying it, it is the Education Relations Commission—the commission which was established under the collective bargaining act of 1975, the School Boards and Teachers Collective Negotiations Act, by the province of Ontario to monitor collective bargaining and the collective bargaining process.

"5. There was a large reduction from 1979-80 in the number of last offer and strike votes supervised by the commission. Indeed, the number of such votes was the lowest since the enactment of Bill 100;

"6. There were only four strikes during the reporting year. Two of these were a carryover from the previous negotiating round;

"7. The trend to multi-year agreements con-

tinues despite the existence of a high and rising inflation rate and great uncertainty in the economy in general."

I want to go to page 3 which, in essence, says: "Although the above is not meant to imply that there will not be ups and downs in teacher-board bargaining in the province, the 1980-81 experience does constitute the first reversal of some troublesome trends and tends to validate the ERC's view that the collective bargaining process in Ontario education is functioning well and is in a fairly healthy state."

The point I want to make is if the collective bargaining process between teachers and their boards has never been better than it has been since the reporting year of the ERC, 1980-81, why are we tinkering with the collective bargaining process?

I want to point out that at this particular time—I am sure you will appreciate it—both at the elementary and at the secondary panel the teachers have, since January, started to negotiate. Bill 127 puts all the negotiations for this year under a very dark cloud in the sense that boards are already being seen—the teachers in Metropolitan Toronto have decided to bargain voluntarily at the Metro level and they are doing that. They are not mandated to do it, but they are bargaining voluntarily at the Metro level right now.

4:40 p.m.

In effect, what they are finding is that the Metro board is attempting to slow down the process so Bill 127 will take its course. I took the trouble to find out the legal interpretation that the Ontario Teachers' Federation, the Metro school board and the Toronto board have. It is that should the legislation be in effect prior to an agreement the teachers will establish with the boards this year, they have to start their negotiations all over again.

I am firmly convinced this legislation is going to be destructive to the education of children in Metropolitan Toronto and is going to be destructive to the collective bargaining process for teachers and the boards. For that reason, I present the motion to you and I hope the other committee members will accept the content of the motion so we can go into greater detail in debating the contents of this bill.

Mr. Gillies: I have but one concern with your motion, Mr. Grande, and it is a very fundamental one. It is simply this: I do not represent a Metropolitan Toronto riding. In my own riding I meet regularly with the teachers' federation in

Brant county and I meet with the chairman of my board of education and my director of education, and so on. Over the months we all collect a pretty fair file of problems and we want an opportunity to bring them forward. Very often, especially in recent months, I have been telling those people I will be raising them with the minister in our estimates.

I am wondering whether we could not address your concerns within the framework of the estimates, so those of us who are not directly affected by Bill 127 will have an opportunity to raise our concerns too. If we go into your hearing process, I am wondering when we will get a more generalized opportunity to bring these things forward.

I think your concerns are legitimate. I do not question them for a minute. Incidentally, I happen to think your actions today in the House were most honourable and I commend you highly for them. But could we not address this within the framework of the estimates so that I and the other regular members of the committee who are from outside of Metro can bring forward our concerns?

Suppose I bring up a problem with special education, or SERP, or whatever it might be. The chairman might be well within his rights to rule me out of order because it has nothing to do with Bill 127.

Mr. McClellan: We can't hold hearings.

Mr. Cooke: It is a one-sided process.

Mr. Gillies: I appreciate that. Is there another time or another way we could do this? Why should we lose our estimates time so that a purely Metro problem can be addressed?

Mr. Chairman: First of all, I think we should not be discussing in detail Bill 127, which may be coming before this committee very soon. I do not know what the scheduling will be, but I would leave all the arguments on Bill 127 to when it does come before the committee.

There is obviously a relationship, Mr. Grande, as you pointed out, to the bargaining procedure, and comments have to be made as you have made them. But I would like it if you could just focus your deliberations on the report and the rationale of why the report should be discussed now and the estimates deferred to a later time.

Mr. Bradley: Speaking in favour of the motion put forward by Mr. Grande, I think the point made by Mr. Grande is that we have a bill that has the kind of ramifications in education that many other bills do not have.

For instance, at present we have before the House Bill 46, which does not have these kinds of ramifications. Although we may find minor problems with that bill and the trend it sets, it is not the kind of bill which would evoke the support of this committee generally, if one were to come forward and say we must move aside the estimates for Bill 46.

When we look at the ramifications of Bill 127, we see they could alter many things within Metropolitan Toronto and also have ramifications throughout the province at some time in the future. I have indicated clearly, and at the appropriate time in the House am prepared to do so again, the opposition of the official opposition to the provisions of this particular bill, based on certain principles contained in it. This was evident in my question to the minister last Thursday asking that she give an undertaking not to introduce it. Nevertheless, the bill has been introduced.

In terms of the complete province, and bringing into consideration Mr. Gillies' thoughts and concerns, we see this bill as a prelude to regional negotiations across the province and some would suggest eventually down the line to province-wide negotiations. Now this may or may not be the case, but certainly this is a concern that has arisen in the minds of many, both on the side of the boards of education in certain areas of the province and with the teachers' federations.

The normal process for the bill would be to introduce it to the House, discuss it on second reading and then send it to committee. Both opposition parties indicated publicly they were prepared to send this to committee at the conclusion of second reading in the House for study by the committee and for public hearings which are so essential in this particular case.

This is a more dramatic way of handling this particular problem, but perhaps a dramatic manner is required in that there are so many people within Metropolitan Toronto who have expressed great concern about the provisions of this bill. It is advantageous for us before we get into a further stage of the bill, before we commit ourselves down the line, to be aware of many of these arguments. We have that particular opportunity through the motion that has been presented by Mr. Grande. We feel public hearings are essential. We feel it is essential that those who would be making presentations at these public hearings have plenty of time to compose their presentations and to discuss this matter informally before coming to us. We feel it would

be useful to have certain of the sessions in the evening so all segments of the population can make representations.

We are concerned about the provisions of the bill that would affect the collective bargaining process. We are fearful they would poison the atmosphere of negotiations between teachers and the Metro board and the boards of education across Metro. As the member for Oakwood (Mr. Grande) has pointed out, negotiations are proceeding in a pretty good fashion in Metropolitan Toronto at present. The kind of rancour that has perhaps characterized past negotiations does not seem to be present. One of the reasons we have this good atmosphere is we have had an opportunity for local boards of education to negotiate local conditions and factors with the various bargaining units on a local level.

Those of you who represent city of Toronto ridings, and the chairman is one of those, would recognize the great importance of this and how many of the factors influencing the city of Toronto and the board of education of Toronto would be different from those in some of the boroughs. Even from borough to borough there would be differences. This is why we feel this kind of public input would be necessary.

We would be concerned that Metro would potentially have the power to state what constitutes a financial benefit in a contract, to make those kinds of definitions. We are concerned that Metro would be able to overrule local boards on specific items agreed to between the local boards and the local bargaining unit, but they determined it was outside their jurisdiction. I expressed a similar concern about the effect of the class size and potential school closings on special classes within Metropolitan Toronto. As Mr. Grande has pointed out, there is going to be some emerging evidence of some influence on the negotiating process now that this bill has been introduced.

Perhaps we would have been able to extract from the minister, or perhaps voluntarily the minister might have suggested to the committee, that this bill, at the conclusion of second reading, be sent to one of the committees of the Legislature for the public hearings we feel are necessary. However, we have seen no indication of this at present. Once again, I point out to the chairman that having this kind of input at an early stage in this bill would be far more advantageous than to wait some time after we have debated certain divisions of this bill in the

House. There are many items in this bill that are of grave concern.

4:50 p.m.

The first part of the motion deals with the need for this kind of consideration. The third part of the motion talks about the kind of public input Metropolitan Toronto, the city of Toronto particularly, has been noted for. We feel that is always useful. The second part of the motion deals with the relationships between teachers and boards across the province and how, despite some disruptions, they have been generally superior to what they have been in the past.

We want to ensure the delivery of the educational programs and services to the children of Metropolitan Toronto are not adversely affected. We want to know from the people, from the teachers' federations, from the boards of education, from everyone concerned, what impact these provisions might have on the future. For that reason, I will be supporting this particular motion at this time. I am hopeful that other members of the committee will consider it favourably.

Mr. Dean: Mr. Chairman, I think there are a couple of things that should be made clear about this. First, the intention of the bill is to strengthen the type of education administration there is in Metro Toronto. Unlike other parts of the province, it does have a two-tier nature to it. There is a place for the jurisdiction of the Metro board and there is a place for the jurisdiction of the local board. Any of us who are used to the Metropolitan form of municipal government or the regional form knows how those two different aspects of the same political and administrative unit have a division of responsibility. The intention of this bill is to strengthen that existence.

The statement of the member for St. Catharines (Mr. Bradley), that there is a fear this is a prelude to similar legislation in other parts of the province, was made without specifying what might be meant by that. Whether he presumes there is going to be other metros set up in the province or not, it is just really a red herring, a smoke screen, to try to raise a concern or a fear among anybody who wants to listen.

There is no intention whatsoever, either in this bill or in anything else the ministry is doing, to introduce anything of this nature to other parts of the province. That is irrelevant to the discussion here—if the discussion itself is relevant at all—and should not be considered by the

members of the committee as a reason for supporting this resolution.

Equally important is the fact this motion is extremely premature because of the stage at which the legislation is in the Legislature. I think it is a very weak argument to say we need to jump the gun of established procedures at this point because of a perceived, special concern about this particular bill. One could say almost the same thing about any bill, namely, that the public should have a big show of a hearing, get all the circus and the ponies and dogs around to make sure there is public input.

Mr. McClellan: It is called democracy.

Mr. Dean: With respect, Mr. Chairman, there is a difference between democracy and a perversion of democracy in which established procedures have worked well in the Legislature and will serve the people of this province well.

Mr. McClellan: We are talking about the future under standing order 33(b).

Mr. Dean: The correct time to have the bill referred to this committee is after it has gone through the usual stages in the House. I urge the members not to scuttle that procedure to delay the discussion of the important things we have already scheduled for this committee by adopting this resolution. I strongly urge the members to vote against it.

Mr. Boudria: I just want to speak very briefly. I was not even going to until the member for Wentworth made his comments. I resent the fact that somebody would say that accepted procedures of this Legislature are creating what is a circus.

Mr. Dean: On a point of privilege, Mr. Chairman: I did not say that.

Mr. Chairman: Mr. Boudria, I do not think Mr. Dean did mention the word circus, or in any way insinuated that members of this committee are clowns and that we are making some kind of circus. Please continue, Mr. Boudria.

Mr. Boudria: I am one of the members who is reluctant not to deal with the estimates of the ministry immediately. I have lots of questions to ask pertaining to my area, certain things I am concerned with. However, this particular legislation is very important. Mr. Bradley has outlined the reasons why we, as a party, will be supporting the New Democratic Party motion that was put forward. We feel this is very important and has grave implications.

In closing, in spite of the fact that the member for Wentworth seems to believe that some of

our committee procedures, in bringing in people's delegations and receiving representations, provide a circus-like atmosphere—that was implied; if he did not use the word circus, certainly his description of—

Mr. Dean: I did not say circus.

Mr. Boudria: You said dogs and ponies.

Mr. Chairman: Address yourself to the motion.

Mr. Boudria: I am, I am addressing myself to a comment that has been made by another member in regards to the reason why he was not supporting the motion. I disagree with the kind of reasoning that has been explained by that member and I want to go on record as supporting the motion.

Ms. Bryden: I certainly feel it is very important that we have immediate public hearings on this bill for two reasons.

Mr. Chairman: We are not talking about Bill 127; we are talking about the report of the Education Relations Commission. The motion does not address discussing Bill 127 instead of the estimates. My understanding is that it is the annual report of the Education Relations Commission that Mr. Grande wanted to place before this committee.

Ms. Bryden: That will give us an opportunity to examine how the present system is working.

Mr. Chairman: Do you have a copy of the motion?

Mr. McClellan: I do not think it necessary for the chairman to interpose himself in the middle of a member's participation in the debate. It is perfectly clear from the wording of the motion what the purpose of the motion is; it is set out in the first paragraph of the motion. We can well do without cheeky interjections from the chair.

Mr. Chairman: Mr. McClellan, no one is interjecting. I am not aware of the members having a copy of that motion, the motion as it addresses the discussion—

Mr. McClellan: Why are you interrupting the debate?

Mr. Chairman: —of the annual report of the Education Relations Commission.

Mr. McClellan: Under what standing order do you interrupt the debate?

Mr. Chairman: I am not interrupting anyone. I am just pointing out what the motion is all about and what Mr. Grande proposed.

Mr. McClellan: Gratuitously, I might say.

Ms. Bryden: I have a copy of the motion in front of me and I understand that it is to call the

Education Relations Commission before us, but the purpose of calling them before us is to have a better appreciation of how smoothly the present system is working and of the impact Bill 127 will have on collective bargaining within Metropolitan Toronto. I understand that this is the tenor of the motion.

There are at least two very important reasons why we should follow this procedure. The first one is that the impact Bill 127 will have on collective bargaining is not really fully understood at the present time, and until we do hear from people who will be affected by it, namely, parents, teachers and school trustees, we are not really in a position to debate Bill 127 on second reading.

5 p.m.

The other reason is that until we have full knowledge of what Bill 127 will mean to the collective bargaining process, there will be false rumours spread, not necessarily maliciously, but just from lack of information about what Bill 127 means. Therefore, I think it is very valuable for us to have public hearings and have a full understanding of what this bill means.

The second point I want to make is that we do have to consider what the democratic process is. I think it is democratic to call for public input on a very controversial area where large numbers of people are affected. Bill 127, and the process that it envisages for collective bargaining, does provide things that worry me as a person who believes in democracy. The thing that worries me is that it would, I believe, give a veto over certain bargaining that goes on at the local level by other cities or boroughs in the area.

This means that people who are not elected by the residents of a given city or borough will have a veto over what they can bargain for. I think that is basically undemocratic. We should have some machinery which does not allow for that but which allows for a form of local determination of the kind of educational services that will be delivered in any given city or borough.

The whole point of the setup of regional government in the Toronto area is to provide for tailoring of services to the local areas as well as for general metropolitan services where necessary. You cannot have a true two-tier regional government without having a considerable opportunity for tailoring the services to the local situation. Otherwise, you are going to have unhappiness and lack of concern for the needs of each particular area.

I think it is very important that we look to see whether sufficient local autonomy is going to be preserved under this area so that the citizens of Toronto, or of any other part of the metropolitan region, do have self-determination over the kind of educational system they are going to have in their own area.

One of the things is the problem of cutting down the extra levy which the school boards will be allowed to impose if they wish to have a more enriched educational system, additional teachers in certain areas and so on. That is going to eliminate their opportunities to tailor the system to their wants, and I think that is something that should also be discussed when the Education Relations Commission comes before the committee.

I would urge all the members to take this democratic step, to have public input on this bill before we go to second reading, so that we know what we are talking about when we debate it on second reading.

Mr. Di Santo: I would like to make a couple of remarks. I was not even going to speak on the motion because I thought it was so reasonable that all the members would have accepted it.

In fact, I was anxious to listen to the point of view of the members of the Progressive Conservative caucus and I was rather shocked, in listening to the members for Brantford (Mr. Gillies) and Wentworth (Mr. Dean), because the arguments they made are not relevant at all to the motion.

Of course, everybody is anxious to ask the minister questions on her estimates because we all admire the knowledge of the minister. However, what my colleague the member for Oakwood (Mr. Grande) raised is a very important issue in Metropolitan Toronto, and I hope the member for Wentworth tries to understand what we are talking about. If he thinks it is a perversion of democracy to have input from the people, perhaps he should have been at Central Technical School a month ago when almost 2,000 parents were there discussing the very issues we want to discuss here before Bill 127 is passed.

I represent a riding with a large ethnic community, and some of the issues that Bill 127 deals with directly affect my constituents. In fact, I do not know what will happen to the special classes, to English-as-a-second-language classes, to heritage language classes.

After listening to what the member had to say in such a dogmatic way, I am really worried. It is really scary that representatives of the parents would not be able to come before the commit-

tee and express what they want, because I think that is the essence of democracy, or that people would not have a chance to come before us and express their opinions on a piece of legislation that could have very serious effects on their children.

I really do not understand it. I hope that there is at least a Metro member from the Tory caucus who will tell the committee the reasons why they are opposed to this motion. Are you afraid that the residents of Metropolitan Toronto will come here and tell us that this bill is wrong because they want some decisions that are very important for them to be taken at the local level and not decentralized?

Are you afraid that the residents of Metropolitan Toronto will come here and tell the minister that she was wrong when she said that the introduction of some programs would balkanize the school system and the other nonsense that it will create a ghettoization of our school system? I know that it is perfectly legitimate for parents to come before the Legislature and say what they want. I think it is a perversion of the democratic process to impose a piece of legislation on them without giving them a fair chance to express their opinions.

I hope you will have second thoughts and that you will support this motion because we will have plenty of time and the minister is extremely patient. She will be available later on and she will answer all the questions you have, but let us go ahead with this bill right now.

Mr. Ruprecht: Mr. Chairman, I think it is very clear where our party stands on this, and I would certainly like to add my voice to support this amendment.

The reason is very simple. The government is introducing legislation which changes, to my mind, the very fundamental nature of education. In this case what is being changed is certainly a very fundamental nature of the teacher-board negotiation process; there is no doubt about that in anyone's mind.

The basic changes here really deal with the determination of class size. The contract also covers teacher assignments, English as a second language, French programs, school staffing committees, and so on. It even covers which schools might be closed. That is why, when there is such a fundamental program being brought before this committee and later to the Legislature, we should at least have the audacity to open it up to an immediate process of democracy. Having said that, I would remind my colleagues in this committee that they have been wronging our

chairman, especially those people behind my back.

5:10 p.m.

Mr. Chairman: Are you supporting the chairman?

Mr. Ruprecht: I am supporting the chairman and I will tell you why I am supporting the chairman. I have a letter in front of me in which the chairman of this committee makes it very clear that he shares our view on this. He says in a letter to—

Mr. Chairman: He shared his view on it.

Mr. Ruprecht: —the Howard Home and School Association—

Mr. Chairman: We get to rate his position in the future. I just do not think it is quite proper to—

Mr. Ruprecht: I just wanted to support you.

Mr. Chairman: —allege whatever views I may have at this moment because I have not spoken. I do not speak, but whatever statement I may have made was stated in the past. I certainly want that indicated.

Interjections.

Mr. Chairman: Go ahead, read it, Mr. Ruprecht.

Mr. Ruprecht: I am really surprised now. I am speechless.

Mr. Chairman: Mr. Ruprecht, I would like to go back to the motion.

Mr. Ruprecht: Let me speak a little longer.

Mr. Chairman: Mr. Ruprecht, the motion here is discussing the rationale of presenting the annual report of the Education Relations Commission instead of having the estimates of the ministry, and I do not know where my letter really has much impact. You may start reading all your correspondence to the members—

Mr. Ruprecht: I am not reading your letter. I had never indicated—

Interjections.

Mr. Chairman: I am just indicating he should go back to the motion.

Mr. Ruprecht: No, no, no. Excuse me. Would you please sit down? I have never indicated, Mr. Chairman—

Mr. Chairman: Have you made copies, Mr. Ruprecht?

Mr. Ruprecht: No.

Mr. Cooke: I think you should file it.

Mr. Ruprecht: I am not going to file this

letter. I have never indicated I was going to read the whole letter. All I was going to say—

Interjections.

Mr. Chairman: Order. Do not interfere. It is a very important topic here.

Mr. Ruprecht: To make a long story short—

Mr. Chairman: Could you proceed to the point?

Mr. Ruprecht: Yes. My point is very simple. I talked previously about the very fundamental nature of it, and the support you have indicated, at least in the past, has a direct impact on this committee.

I think people should know, dated February 8, that you are supporting the present—

Mr. Chairman: Prior to the motion being even presented for first reading. I think you should indicate that.

Mr. Bradley: It helped persuade me when I saw the letter.

Interjections.

Mr. Ruprecht: Let me go through just one paragraph so that I put the record straight with our friends from the back because they are unjustly criticizing you.

Mr. Chairman: Absolutely. We want the record straight.

Mr. Ruprecht: It says: "But I personally share your view that the present system of separate negotiations with the individual boards and its teachers should remain in existence"—

[Applause].

Mr. Ruprecht: —"and I expressed this opinion in a recent meeting with a Ward 1 trustee. I will assure you that I will continue to voice my concerns, which coincide with those of your organization on this very important matter."

Interjections.

Mr. Ruprecht: Mr. Chairman, I know that maybe I have walked into a hornets' nest here by perhaps not understanding this properly. Nevertheless, I am sure you support—or now you say you do not support it any more, which really puzzles me. In any case, I thought the previous support you had indicated here would really ensure that the Progressive Conservative members on this committee would—

Mr. Chairman: Mr. Ruprecht, could you continue just referring to the motion? You have read the letter. Let us go back to the motion.

Mr. Ruprecht: Yes. However, I was pretty well assured that this kind of support from one of the caucus members from a Metropolitan

riding would ensure that the members of the government side would support the amendment presently before this committee, not only to hear the representatives of the education community in the city of Toronto, but to open up and extend the process of democracy; and furthermore, not to wait but to do it now.

Mr. Chairman: Because reference had been made to the chairman, I just want to point out that while I am here in the capacity of a chairman, I also have the other capacity of a member of a caucus and an elected member of the Legislative Assembly. I think it should be quite clear in any concerns I may express that we have a democratic system of expressing concerns in all caucuses, I hope, and opinions are expressed. But I think it would be a little improper if you would insinuate any position taken at this time. I tried to play my role, or at least perform the role of a chairman, in a neutral fashion and I do not think it would be fair for you to—

Interjections.

Mr. Chairman: It is not an embarrassment. I just want to make sure there is that distinction.

Mr. Cooke: On a point of order, Mr. Chairman: We do have a vice-chairman who is not a Metro member of your caucus. Perhaps the vice-chairman would take the chair for this debate and you could express your opinion as a Metro member.

Mr. Chairman: I will decide whether I want to leave the chair.

Mr. Cooke: I just thought I would put that suggestion forward.

Mr. Chairman: When I am tempted to do so, I will do it. At present, I would like to continue sitting in this chair, if you do not mind.

Mr. McClellan: It is a lot safer there, is it not?

Mr. Gillies: Mr. Chairman, on a good day, Mr. Ruprecht's silver-tongued oratory would, no doubt, have convinced me. Apparently this is not a good day.

Mr. Ruprecht: Why? Is it raining outside?

Mr. Bradley: What did they tell you in Belgium that would change your mind?

Mr. Gillies: They have different systems of education, by language, in Belgium. I will tell you about it at some point.

Interjections.

Mr. Chairman: Order.

Interjections.

Mr. Chairman: Mr. Gillies has the floor.

Mr. Gillies: Mr. Chairman, the thing that bothers me about the debate is that several members are speaking as if there will be no opportunity for members of the public to come forward when the bill goes to committee stage. I do not think there is any intention on the part of this caucus to pervert or subvert democracy. I think what Mr. Dean said has been misinterpreted. He clearly explained there will in due course be an opportunity for the members to meet with delegations and individuals from the community when the bill goes to that stage.

Mr. Cooke: Then the ponies and the dogs can come before this committee.

Mr. Gillies: In all their finery. In the meantime, I do not see why we could not proceed with the estimates. The concerns voiced by various members can be raised at any time during the estimates. Then, in due course, when the bill comes up to the committee stage, the delegations will come forward. In that way, those of us who are not in Metro will have the opportunity we anticipated in the next couple of weeks of putting our concerns not directly related to this report to the minister. I think then, without the necessity for Mr. Grande's motion, everybody's concerns will be met.

Interjections.

Mr. Chairman: Have you finished, Mr. Gillies?

Mr. Gillies: Yes, thank you, Mr. Chairman.

Mr. McClellan: I will just take a minute, Mr. Chairman.

Interjections.

Mr. Watson: I thought one of your members was going to ask a question.

Mr. Chairman: It would be out of order.

Mr. Cooke: Just as you are.

Interjections.

Mr. Chairman: Order.

Mr. McClellan: There has not been an issue confronting city of Toronto members for a long time—and I am sure the chairman can speak to this—that has generated more anger or more concern among our constituents. I do not know what is prompting the Minister of Education to bring forward this legislation and I really do not care to dwell on that. But I think it is absolutely essential that this Legislature have the opportunity, before we get to second reading, to have those who will be affected by this piece of legislation, Bill 127, come forward and express their concerns as they are trying desperately to

communicate these concerns to individual members. Our phones are ringing off the hook. We are getting a great volume of mail about this issue.

My friend the member for Brantford (Mr. Gillies) keeps suggesting we could deal with this adequately in the estimates. However, Mr. Gillies knows full well that during an estimates debate there are no procedures or precedents for having public hearings or public input from witnesses from the general public. We are not able to do that under our procedures for estimates. If we were able to do that, then the estimates route would be an adequate one. Because we are not able to, we have made the referral under standing order 33(b), which does make a provision to have public deputations.

5:20 p.m.

First, we are not talking about taking an extraordinary period of time. I would like to have the attention of my colleague the member for Brantford on this because I am speaking directly to his concerns. Second, we are not talking about pre-empting the estimates, nor pre-empting the clause-by-clause discussion if and when this bill passes second reading.

What I would propose is that, out of the 14 hours for estimates, we take half of the allocation available for the Ministry of Education estimates and, according to the traditional formula—

Mr. Chairman: Is this a second motion?

Mr. McClellan: No. I am making a suggestion, if that does not trouble you too much. The suggestion I am making is that we take a maximum of 14 hours to have hearings under section 33(b) and, according to the traditional practice, we deduct half of those hours from the estimates. That would leave seven hours remaining for the traditional estimates debate.

I do not know whether we would need a full 14 hours to have this initial set of hearings on Bill 127. That would at least give an opportunity for those members of the public most directly affected to come forward and express their concerns immediately, before we begin the second reading debate.

I think that is a perfectly reasonable suggestion. I am not putting it forward in any absolute sense, but as a suggestion for consideration of the committee. I believe it would be possible to strike a steering committee to work out a mutually acceptable framework for the hearings under section 33(b), following which the committee would resume its discussion of the

Education estimates. The House, should the government so decide, would proceed with the calling of Bill 127 for second reading. Subsequently, the committee would have Bill 127 referred to it, probably in the fall, for clause-by-clause discussion and additional public hearings.

I submit there is an urgent need for an immediate opportunity for people in the community, who are quite frankly outraged by this bill and who are trying to communicate that to their representatives, to have a forum, to come into this place and explain their concerns to the members of this committee.

Mr. Chairman: Mr. Grande, you wanted to conclude?

Mr. Grande: Yes, and I am going to be very brief. I shall start by thanking my colleagues in the Liberal Party for their support for this motion. I do believe they clearly understand the implications of this bill, both in terms of education for children in Metropolitan Toronto and the collective bargaining process.

I want to suggest to the member for Wentworth (Mr. Dean), the parliamentary assistant, that regional bargaining is not a red herring. As parliamentary assistant, he should be aware that, prior to Bill 127 being introduced, there was a tremendous amount of work done in terms of changing and amending Bill 100. It indeed would have brought regional bargaining across the whole province.

Therefore, it is not a red herring; it is a reality. The Ministry of Education has been working on this matter at least since October of last year, if not earlier. I would suggest to you the amendment to the Metropolitan Toronto act was brought in as a more palatable political approach than the full-range amendments to Bill 100.

Let me deal now with Mr. Gillies. I certainly never intended for one minute that he or any other member from outside Metropolitan Toronto should be deprived of asking those questions of the minister. I am sure in estimates in previous years you have asked questions of the minister and have had some answers, whether they were those you were looking for or not. You had that opportunity. It strikes me that the suggestion made by the member for Bellwoods (Mr. McClellan) is a reasonable suggestion, so that with the division of 7-7, or any other kind of division of time, for these estimates the committee members will certainly come to a reasonable agreement on that matter.

The other issue was to refer the bill out to committee after the normal process of second

reading. Let me stress to you, as I said, that negotiations with the branch affiliates in Metropolitan Toronto are going on at this particular time. Those negotiations are under a very dark cloud. The Metropolitan Toronto board right now is interpreting this bill perhaps on a wider scale than it is intended to. Therefore, they are holding up negotiations at this time. Once this bill goes through, the teachers in Metropolitan Toronto, whether at the elementary or secondary level, are going to be forced to renegotiate an agreement they have already renegotiated, if there is no agreement prior to the passage of Bill 127.

Those are darned good reasons why we need to have hearings on the matter immediately so that the details of this bill will be known and we, the committee members, will have an appreciation of those effects.

I certainly hope that the members from the government side would see the light and support this.

Mr. Chairman: I think we have had lively and adequate discussion of the motion before you. I will not read it again. You have copies of the motion. I am putting the question.

Motion negatived.

Mr. Chairman: The motion has not passed. We will therefore have to seek another solution for that report. As you know, according to standing order 33(c), the chairman of the committee to which the report is referred shall arrange, with members of the committee, the allocation of time for the examination of the report.

There had been a suggestion that we perhaps set up a subcommittee as we proceed with the estimates. Is there any other motion as to how we should proceed with this, or should we leave it to a subcommittee that will report to the committee any suggestions and we will vote on the recommendations? Do you want to leave this for at least a day and think on the suggestion Mr. McClellan had presented to us?

Interjection.

Mr. Chairman: But you did indicate other possibilities, and I would like you to think about it.

Mr. Robinson: Maybe the clerk of the committee could prepare for all members a copy of the schedule we have before us at this time, indicating what business there is.

Mr. Cooke: I think we can read the Order Paper. Do you mind?

Mr. Robinson: I am sorry. What I was trying to find out was not only what estimates are scheduled before us, but what the summer schedule is as well.

Mr. Cooke: I can read that too.

Mr. Robinson: I am very pleased at your literacy, Mr. Cooke. I do not know why you want to argue with me. I was trying to find a solution for you. If you would prefer that I did not, we shall just let it go as it was then.

Mr. Chairman: Yes, we shall leave it to the committee. We will probably look at the option of striking a subcommittee and looking at other possibilities.

5:30 p.m.

Madam Minister, we will begin your estimates now. Would you and the representatives of the ministry please take your seats?

I know there will be a temptation on a number of occasions, as we are deliberating during the estimates or as we discuss some of the votes, to have some comments on points that were raised on Mr. Grande's motion.

Madam Minister, do we have copies of your opening remarks?

Hon. Miss Stephenson: I think they have been distributed.

Mr. Chairman: We are dealing with the estimates with an allocated time of 14 hours. We will begin with the minister's introductory remarks.

Hon. Miss Stephenson: Mr. Chairman and honourable members, it is once again a pleasure to introduce the financial estimates of the Ministry of Education for the 1982-83 fiscal year. I should like to tell you about a number of significant initiatives and activities which continue to demonstrate solid progress during the past year and also show a way towards responsible strategies for the future.

During this school year 1,806,381 young people were enrolled in publicly supported schools in Ontario. Of these, 1,224,880 were enrolled in 3,895 elementary schools; 568,635 students were in 643 secondary schools—

Mr. Chairman: I hate to do this, Madam Minister, but I have a feeling we do not have copies of your statement. I think members of the committee would appreciate having one to follow as we normally do when your statement is being presented.

Hon. Miss Stephenson: The clerk, I believe, has the copies.

Mr. Chairman: Why did he leave with the copies? Did you just give him the copies now?

Why would he leave with them? Can someone get the clerk to come back with the copies and distribute them?

Please read on, Madam Minister.

Hon. Miss Stephenson: Thank you very much, Mr. Chairman. I shall be guided by the direction of the chairman.

To continue: 12,866 other students were enrolled in 429 schools for the trainable retarded, provincial schools or in education programs or schools in care and treatment facilities. In all, during this school year 180 boards operated 4,967 schools in Ontario and employed 88,134 full-time teachers.

Enrolment projections indicate that by 1990 there will be 1,192,888 students enrolled in elementary schools in Ontario and 450,060 in secondary schools in this province. Such projections, of course, deal with the future and necessitate careful planning, both strategic and operational.

An ancient Chinese curse states, "May you live in interesting times." I think few would argue that the last half of the twentieth century has not been and will not continue to be "interesting" in the Chinese sense of the word. Economic instability, changing social values, ecological imbalance and an electronic microchip revolution that is staggering in its impact—all these factors, plus numerous others, make these times all too "interesting."

In such times an organization charged with the responsibility of ensuring quality education for all Ontario students must operate with a good sense of the future and the shape of things to come. The need for sound strategic planning becomes immediately apparent when one considers the growing use of microtechnology and its impact upon schools, upon school systems and upon society itself.

The new and emerging information technologies are reshaping many facets of society. Transportation and communications are undergoing drastic changes, and so is the way we live. In the next few years many of us will be conducting our transactions—such as banking, shopping and even jobs—electronically. Some of us probably will be communicating to work rather than commuting to work.

Clearly, the microcomputer will change the way our educators think, the way our teachers teach and the way our students learn. This is what we read on the signposts to the near future. For that reason, in June 1981 the ministry established an advisory committee on computers in education with the central purpose of

devising ways of establishing direction and control in the electronic communication field similar to that exercised through Circular 14 in the field of textbooks.

Pilot schools have been designated where committees of teachers, students and parents are working to establish criteria for evaluating computer-based learning materials and assessing the impact on the school community. The pilots are in Cloyne, Dundalk, Toronto and Ottawa where both English and French materials are under study. Courses using alternative delivery strategies have been initiated in the schools of the Lake Superior board. Here, correspondence courses, television and videotex are being used to assist teachers and students who could not otherwise study some subjects because of the lack of a qualified teacher at the school.

It was recognized early in our computers-in-education project that the lack of compatibility of hardware and software could hinder the use of this new technology on a general basis. As of January 1982, for example, approximately 5,500 microcomputers in our schools were supplied by at least three different manufacturers and learning materials developed for one, would not run on another.

The ministry has taken a very serious look at these issues and in search of a solution has consulted, amongst others, the Canadian Advanced Technology Association, commonly known as CATA, which represents the Canadian microelectronics industry. One outcome has been a research contract funded by the ministry with CATA to identify the functional requirements of an educational microcomputer to meet the needs as seen by teachers and senior educators in Ontario. The report of this research was published by the ministry in October 1981.

The Ministry of Industry and Trade has encouraged a number of member companies of CATA to form a new company to manufacture an all-Canadian educational microcomputer which would conform to standardized educational specifications. Provisions have also been made in the general legislative grants for special grants for microcomputers which meet our requirements as a part of the recognized extraordinary expenditures of school boards.

The hardware is only one aspect of this initiative. The Board of Industrial Leadership and Development has recognized the need for supporting educational computerized learning materials. During 1982-83, \$2 million has been provided for the development of exemplary

learning materials which will support ministry curriculum guidelines and serve as a stimulus and an example to the private sector.

A major task has been to plan, organize and establish the appropriate structures for proposals for these materials. This difficult and complex pioneer activity has taken considerable time and creative effort. In addition to their use in schools, these exemplary materials will encourage the development of good quality Canadian lesson ware and course ware by both the public and the private sector.

A project team has been active in promoting an interprovincial information exchange, particularly in the area of planning, policy and curriculum. A study is under way to develop a national system for the cataloguing and indexing of computer-based learning materials. The team is also assisting in the revision of the computer studies curriculum guideline, which we anticipate will be ready for distribution to the schools later this year. These initiatives are designed to make the transition into a micro-electronic age as smooth as possible, given the fact that the issue is a very fast moving one. Good strategic planning, as I mentioned earlier, will be essential, for there is no doubt in my mind that the benefits are worth pursuing.

Bill 82 is another example where careful planning is essential if its objectives are to be realized in schools across the province. Having established the goal of universal access to public education for all students in Ontario, handicapped notwithstanding, the new special education legislation provides a phase-in period to enable boards to develop and implement comprehensive plans. The pilot special education project conducted with 21 school boards in 1980-81 provided the ministry with very useful experience and information.

During 1981-82 the ministry has continued to assist school boards in carrying out their responsibilities with respect to the legislation by providing: one, a steering committee of senior officials to develop a comprehensive implementation plan and to direct activities within the ministry; two, a provincial implementation team to provide leadership and co-ordination among the regional offices; three, a special education implementation team in each region to assist boards through co-ordination, consultation and school visits; and, four, a provincial conference on special education in October 1981 for school board chairmen, directors of education and superintendents of special education.

5:40 p.m.

At the conference, a planning guide for the development of comprehensive programs and services in special education was presented and the responsibilities of school boards were delineated, together with suggestions on how the task could be approached and completed. A special education information handbook outlining policies and positions in special education in Ontario was also distributed.

Secondment of special education personnel to our regional offices to assist school boards is the fifth initiative. The sixth is co-operative efforts with the Ministries of Community and Social Services and Health to facilitate implementation, and the seventh is a series of audio-visual programs, entitled *One and All*, in co-operation with the Ontario Educational Communications Authority and the Ontario Teachers' Federation, to promote an understanding of the legislation and its implementation.

The eighth initiative is support services to school boards from our resource centres in the provincial schools for the blind and deaf, and the ninth is in-service training sessions for teachers of learning disabled children at both Trillium and Jules Léger demonstration schools.

During 1981-1982 all school boards have been heavily involved in the planning process. Assisted by regional office implementation teams, each board has estimated its needs year by year to 1985 in exceptional pupils to be served, staff to be utilized, professional development, curriculum development, transportation, etc. Each board has analysed its needs and determined the delivery system to be used. Each board has constructed a multi-year board plan for special education which indicates the methods by which and the times within which the board will implement the new legislation. Each board has approved the plan and forwarded it to the regional director of education for review.

Each regional office implementation team is reviewing all school board plans submitted within its area and each regional director will respond as soon as possible with a statement of the plan's strengths and on any concerns which may arise from the plan which is submitted.

The ministry has planned comprehensive implementation strategies which outline regional responsibilities during the third phase, 1982-85. Regional symposia are being planned for October 1982 to assist school boards with the implementation of their plans. School boards are required to undertake a review of their plans on an annual basis so that they can respond to current needs and conditions from year to year.

In developing a comprehensive network of special education programs and services within each board, it is essential that all interested parties—teachers, principals, officials, trustees, parents, pupils, community agencies and associations and government ministries—work together with understanding, patience and goodwill.

In order to assist boards with the implementation of Bill 82, a new approach for funding special education programs and services has been introduced this year. The special education weighting factor provisions have been replaced by a special grant which is made available to school boards on the basis of a fixed dollar amount per pupil, adjusted by the board's grant-weighting factor and applied to all day school pupils of the board.

For 1982 the fixed amount is \$125 per elementary pupil and \$90 per secondary pupil. These amounts will be increased annually until 1985 when the figures expressed in constant 1982 dollars will be \$155 elementary and \$110 secondary. In addition, grants are provided for trainable retarded pupils in both the elementary and secondary levels. A basic amount is recognized through the regular per-pupil funding in accordance with the elementary grant ceiling and an additional amount is provided to cover the costs in excess of that grant ceiling. For 1982 the additional amount for each trainable retarded pupil is \$3,430.

We shall continue to fund educational programs for children in government-approved care and treatment facilities and for approved programs provided by boards in lieu of provincial services for the deaf and blind.

New curriculum support documents for the primary, junior, intermediate and senior divisions are being developed in both English and French for the intellectually gifted and the exceptional pupil in the secondary school. Copies of Music is Special, Children are Special and the French version of Children with Learning Disabilities have been released and distributed.

Special education branch personnel are involved in steering and planning committees for all new curriculum guidelines and documents so that teaching strategies to assist students with special educational needs may be incorporated.

In our continuing effort to produce curriculum ideas for educators involved in special education programs and services, an additional curriculum support document, entitled Children with Moderate and Severe Intellectual

Handicaps, has been distributed to all teachers of the mentally retarded in the English-language schools. The French translation of this particular document will be available within the coming school year. In the fall of 1981 a special education materials and resource manual was made available in the French language.

The ministry continues to collaborate with various groups and associations to promote greater understanding and awareness of the needs of exceptional children and youth. The minister's advisory council on special education continues to provide valuable input and counsel. Another conference, this one for the physically handicapped, sponsored jointly by the Easter Seal Society of Ontario and the ministry, will be held in October for parents, teachers and administrators.

In another development, which is a further indication of the government's commitment to providing programs for exceptional young people, I am pleased to announce the establishment of a third residential demonstration school in Ontario at the Sir James Whitney campus in Belleville. This new demonstration school is intended to meet the needs of anglophone children with a severe language disorder commonly referred to as aphasia. At the same time, the student population at Centre Jules Léger demonstration school in Ottawa is being expanded to include francophone children with apahasia.

These are but a few of our initiatives in special education. The effort, goodwill and hard work involved have been enormous. At this time I believe that we are very close to fulfilling a dream that was first first mentioned in 1819 by one of my predecessors, Egerton Ryerson, who said, "Education is as necessary as the light. It should be as common as water and as free as air."

In Ontario, everyone has had the same opportunity to receive the very best public education available anywhere in the world—everyone, that is, except the exceptional. Now we have removed the options for providing special education, and by 1985 I believe we will be able to say that Egerton Ryerson's dream will have been fulfilled and a great democratic principle of universal access to education will have been accomplished in this province.

I have devoted considerable time to programs for the exceptional child, but there are a number of other program development initiatives and accomplishments I should like to mention. Indeed, the emphasis on determining and accommodating the special needs of exceptional pupils

should inspire teachers and administrators in their efforts to meet the needs of all pupils in our schools. Surely the basic principle of meeting individual needs holds true for every learner; only the application should vary. In that sense it can truly be said that every pupil is exceptional.

With the release of the document *The Formative Years* in 1975 and the subsequent documents in the intermediate division, the ministry endorsed a curriculum policy which supported a decentralized, collaborative approach to curriculum planning and developmental implementation. The response from school boards across the province has been most positive. They have established curriculum committees, provided opportunities for professional development of teachers and worked towards establishing stronger links between the school, the home and the community.

Preparing courses of study, resource guides and support materials to assist teachers in translating guideline expectations into quality programs at the school and classroom level has been a major undertaking. For example, 2,500 titles produced by school boards across the province are included in the curriculum data base of Ontaris.

5:50 p.m.

The elementary education branch of the ministry, working with curriculum committees made up of representatives of the Ontario Teachers' Federation, local school boards and faculties of education, have developed over 100 English- and French-language curriculum ideas for teachers for *The Formative Years* and for intermediate division guidelines. Interministerial committees and community organizations have developed resource materials to support programs in the arts, conservation of energy, environmental studies, English as a second language, early childhood education, drug education, family studies and fitness and health.

Provincial curriculum policy includes expectations for the arts as a part of a general education. It appears, however, that both the public and the schools need to be reminded that the arts represent basic learning tools which enable each individual to integrate and understand his or her experiences. Accordingly, during the past year a team of ministry educators has been involved in studying the situation and in making recommendations. They are examining potential initiatives related to teacher education, in-service courses, regional professional development, conferences, curriculum and public relations.

The heritage languages program, initiated in 1977 to help local school boards to offer courses in languages other than English and French to elementary school pupils, continues to expand. At present, 64 school boards participate in the program and offer courses in 50 different languages under their continuing education programs. This represents an increase of 22 school boards and 20 languages since 1977. The grant for heritage languages programs will be increased from \$24.50 per hour of instruction in 1981 to \$27 per hour of instruction for 1982, based upon an average class size of 25 or more pupils. A maximum time allocation of two and one half hours per week for heritage language courses remains unchanged.

The ministry continues to recognize the importance of courses about native people in the Ontario school curriculum. This year the ministry published *People of Native Ancestry*, which is a new curriculum guideline for the development of courses in the senior division. School boards are expected to begin implementation no later than next January.

In Ontario we are continuing our commitment towards French-language education, and I am pleased to report that grants for French as a minority language have been increased this year by an average of 12 per cent. The new funding initiatives introduced in 1980 to assist in the establishment of French-language secondary school entities and to improve the course offering for minority language students in the mixed secondary schools will be continued in 1982.

I shall continue to encourage school boards to review the status of their mixed secondary schools to ensure that the schools are meeting the needs of all students whether through the expansion of programs for the minority group or through the development of French-language school entities in which French-speaking students and teachers learn together under the leadership of a French-speaking principal.

The amounts for and the application of the secondary school reorganization grant will be reviewed in 1982 in order to ensure that the financial assistance provided to boards by the ministry for the establishment of French-language secondary school entities is adequate. One of the most successful French-language initiatives of the ministry has been the French-language consultative services. School boards operating French-language schools at the elementary and secondary level appreciate the French-language pedagogical and assessment services provided

under this program. The ministry will maintain these services for the 1982-83 school year.

Under plan I of the French language consultative services, the ministry will make available 13 French-speaking educators seconded from school boards in order to provide, on a province-wide basis, consultative services primarily to the small French-language instructional units demographically isolated or geographically remote. All salary and service costs under this plan are borne by the ministry.

Under plan II, 22 school board co-operative projects will be organized. The objective of each project is to provide an opportunity for two or more school boards operating French-language instructional units to co-operatively meet some of their needs in the areas of student services and curriculum development. The boards participating in a co-operative project must bear all the service-related costs, while the

ministry covers the salary and benefits of each seconded educator.

On February 9, 1982, the Premier (Mr. Davis) established a joint committee on the governance of French-language elementary and secondary schools. The mandate of the committee was to determine a formula which would increase the responsibility of francophone citizens in the administration of French-language elementary and secondary schools. The report of this committee has now been tabled in the Legislature and released for reactions from interested groups or individuals.

Are you going to hit me with that hammer, Mr. Chairman?

Mr. Chairman: It being six o'clock, Madam Minister, we will adjourn today and reconvene tomorrow after routine proceedings and continue with your statement.

The committee adjourned at 5:58 p.m.

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Ontario

No. S-7

Legislature of Ontario Debates

Official Report (Hansard)

Standing Committee on Social Development
Estimates, Ministry of Education



Second Session, Thirty-Second Parliament
Tuesday, June 8, 1982

Speaker: Honourable John M. Turner
Clerk: Roderick Lewis, QC

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Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

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LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, June 8, 1982

The committee met at 3:47 p.m. in room 151.

ESTIMATES, MINISTRY OF EDUCATION (continued)

Mr. Chairman: I see a quorum.

In his eagerness to listen to the rest of the statement from the minister, I am sure Mr. Grande calls upon the committee to begin its deliberations.

Madam Minister, I believe we were in the middle of your statement yesterday. We adjourned on page 29 of your statement—

Hon. Miss Stephenson: We did, indeed.

Mr. Chairman:—and I would appreciate it, and so would the members of your committee, if you would continue.

Hon. Miss Stephenson: Thank you, Mr. Chairman.

Another example of the planning process in action is the secondary education review project, which we established in April 1980. The mandate of the project was to examine almost every aspect of secondary schools, focusing in particular upon the credit system, content and organization of the curriculum, standards and discipline, and the role of the school in preparing students for employment.

The project was chaired by Duncan Green, a former director of education for the Toronto Board of Education, who worked with four committees broadly representative of Ontario education, and other important sectors of the community. Individuals and organizations were invited to contribute their comments and proposals to the project in writing for consideration by the committees.

There was full consultation and participation. In fact, responses to the discussion paper, which was published in May 1981, vastly outnumbered the original submissions to the project. About 600 submissions were received prior to release of the paper and another 2,400 following its publication. In addition, more than 2,000 signed form letters or petitions were submitted.

From July to October 1981 the responses were systematically analysed, considered and taken into account in the preparation of the report and its 98 recommendations. Many of the

recommendations presented in the discussion paper were revised, some were left unchanged, a few were omitted, and several new ones were added. I received the report on October 31, 1981, and since that time there have been a large number of additional responses to the report from individuals and professional groups.

It is clear from the widespread public involvement in this exercise that people have faith in the potential of this province's school system. The public expects the schools to provide students with a solid, useful basic education that prepares them either for direct entry into employment or for post-secondary education.

While recognizing the need to take into account the wide variation in students' interests, capabilities and commitment, most people proposed that the curriculum be more prescriptive, especially in grades 7 to 10. Among both the professional respondents and the public, a desire for clearer and more stringent standards of achievement and discipline was consistently expressed.

While the achievement of such standards must lie with the students, parents and educators in each school, it is clear that the ministry is expected to provide the direction, the curriculum requirements and reasonable supervision to ensure that the opportunities for students throughout the province are both equitable and consistent.

3:50 p.m.

Since November ministry officials have been analysing the report, along with the many detailed submissions stimulated by the report, in order to prepare plans for the continuous renewal of the secondary education system. Although I am not in a position to speak to the details of the government response to SERP, I can assure you that a detailed statement will be made in the months ahead. I can also assure you that educators at the local level will be given plenty of lead time so that any changes may be introduced in an orderly, planned manner.

Increased attention is being paid today to the role of our secondary schools in helping to prepare young people for employment. The

report of the secondary education review project recommended, among other things, that secondary schools increase their activities in the areas of skills training with programs which were more in line with the requirements of the world of work.

For years, many secondary school graduates who specialized in business or technological studies courses in the senior division have moved directly into productive employment immediately after graduation. This expectation remains unchanged.

The role for secondary schools in skills training however has become more visible with the introduction of the linkage programs in 1978. This program, applied to selected technological studies, provides excusal for registered students from the basic level of the institutional component associated with any one of nine regulated apprenticeship trades. These include motor vehicle mechanic, general machinist, industrial millwright, construction millwright, cook, baker, hair stylist, retail meat cutter and major appliance repair.

Some 22,000 students are currently registered in the linkage program this school year. While we know that not all will become apprentices when they graduate, they and many others with skills in both regulated and nonregulated trades will find the transition to the world of work much easier because of the training which they received in secondary school.

Another initiative under linkage that is currently being explored is that wherein students in selected business or technological studies courses will be eligible for advanced standing in colleges of applied arts and technology certificate or diploma programs for work successfully completed while in secondary school. Subjects such as drafting, welding, electronics, heating, refrigeration and air conditioning, secretarial science, accounting and data processing are all being examined for secondary, post-secondary realignment in this further adaptation of the linkage concept.

A new technological studies document embracing 42 different trade subjects ranging from woodworking to aircraft mechanics is currently being developed by officials in the Ministry of Education. This new guideline, in addition to being a resource for teachers in the provision of technical literacy courses, will include all of the necessary elements for the development of a wide range of in-depth training opportunities for students to learn skills that are compatible with the requirements of the world of work.

In Ontario I can say with pride we have developed a world-class education system, one whose expertise in many areas is in growing demand overseas. In that light I should like to report on the activities of the Ontario Educational Services Corp., which has now completed its first year of operation. Several small contracts have already been secured and have been or are being carried out. One example is the training of Malaysia's trades instructors in our colleges of applied arts and technology.

Much support has been provided to the private sector in the way of marketing assistance on several large projects, some of which are now at the bidding stage. The next year promises to be an even more productive period, during which it is hoped that significant business will be obtained as a result of our marketing efforts.

Earlier this year, I visited Jordan and Bahrain on behalf of the Ontario Educational Services Corp. to sell educational ideas and hardware. I thought that the 10-day trade mission was very successful and the benefits to Ontario and Canada should result in agreements worth millions of dollars in educational technology and training.

In Jordan negotiations involved the development of a telecommunications institute following extensive preparation by a Canadian team consisting of Ryerson Polytechnical Institute, Ontel Communications, Mitel Corp., Environmental Consulting Services and our own corporation.

In Bahrain, I signed an educational services procurement agreement developed by the Canadian Commercial Corp. The agreement covers areas of future co-operation, including teacher training, curriculum development, the provision of contract faculty, and the development of institutional support systems.

While our strategic planning within the ministry continues to examine the long-range issues facing education in Ontario, we are complementing these efforts as well with operational planning activities relating to the day-to-day operations of the provincial school system.

For example, a revised statement regarding the curriculum process for Ontario schools is being developed. This approach will incorporate several advantageous features, including a more co-ordinated response to new curriculum improvements, opportunity for systematic development of consensus on program issues, and opportunity for sharing information to meet

needs for public accountability for school programs.

A discussion paper will be released within the next few months which will outline this new approach to provincial tactical planning in education and demonstrate a spirit of dialogue and partnership. It is within this framework of shared responsibility that the ministry has been expanding its capacity to respond to the increasing demand for accountability.

The approach to evaluation used in the development of procedures for review of curriculum is guided by some basic assumptions. They are:

1. That evaluation exercises should provide information to meet both the need for improving programs and the need for public accountability;
2. That a comprehensive evaluation program should address and meet the decision-making and planning needs at both provincial and local levels; and
3. That the system evaluation exercises should be as open as possible at all levels and in all phases.

I am pleased to report that the provincial advisory committee on evaluation and practices has now been well launched. The committee, which is chaired by Dr. Bernard Shapiro, director of the Ontario Institute for Studies in Education, has concentrated its efforts on issues related to the Ontario assessment instrument pool and to the co-operative review process. It has thus far submitted 13 recommendations for consideration. The committee is now addressing issues related to the performance appraisal of teachers, principals and supervisory officials.

The Ministry of Education has developed and employs a variety of approaches for the collection and analysis of data concerning current curriculum activity. The major role is assumed by the regional services division through various types of reviews such as provincial reviews which provide provincial data related to specific programs. Several of these reviews are conducted and reports are published annually. Similar types of reviews are also used within regions and within individual boards to provide more specific information on a chosen area.

A special review conducted during the past year has examined regulation 273 which governs the school year and school holidays. A very comprehensive survey of professional and public opinion has resulted in a set of recommendations to amend the regulation. We are currently in the final validation phase of the proposals

with school boards, professional associations and the public. It is anticipated that this process will be concluded early in the fall.

Another evaluative approach for which the regional services division is responsible is the co-operative evaluation and development of a school systems program. This co-operative model uses internal and external school system teams to examine and report upon any or all of four system components—purposes, roles, programs and student achievement. Thirty school boards have asked for and have been in this program to date.

Data gathering and reflective analysis of policies is an on-going process using information derived from the more formal procedures just described, and also from the numerous liaison contacts between the ministry and the many varied educator, trustee and special interest groups which exist today.

Another recent and related project is the Ontario assessment instrument pool, which is also called *banque d'instruments de mesure de l'Ontario*. OAIP and BIMO were initiated in 1978 to assist educators at all levels in their evaluation and reporting responsibilities. Their role is to provide educators with reliable information on student progress and program effectiveness.

As of last week, nine pools have been distributed, mathematics and *mathématique*, English, history, geography and *géographie* in the intermediate division; French as a second language for grades 6 and 10, and chemistry and physics in the senior division.

4 p.m.

In September the ministry expects to publish several BIMO pools: anglais and français in the junior and intermediate divisions; chimie and physique in the senior division.

In May 1982 the ministry pilot-tested 3,000 draft instruments in intermediate division geography, senior division physics, junior division mathematics and *mathématique*, and French as a second language for grades 6 and 10.

These instruments were screened with the co-operation of personnel from 500 schools in 78 boards across Ontario. Instruments which survive the screening trials will be published in the 1982-83 school year to supplement the pools which have already been distributed.

In 1982 field trials were conducted of instruments in mathematics and English for grades 7, 8, 9 and 10. The trials involved a representative sample of 185 schools and 65 boards across the province. The results will provide bench marks

from which future assessments can be compared. Such information gathered on a periodic basis will allow the ministry to monitor trends over time.

I believe that we have made significant progress in the area of program development during the past year within the limits of available resources. I should like to emphasize that, although the overall financial picture remains stringent, the general legislative grants to school boards for operating expenses in 1982 will be \$2.74 billion, an increase of \$268.7 million, or 10.87 per cent over the 1981 total of \$2,471.3 million.

For 1982 the maximum ordinary expenditure per pupil recognized for grant purposes is \$1,972 for each elementary pupil, an increase of 13.99 per cent over 1981, and \$2,718 for each secondary pupil, an increase of 13.11 per cent over the last year.

The general scale of provincial support is the single most important factor in maintaining quality programs without an undue burden on local mill rates. Per-pupil increases in the 13 to 14 per cent range ensure that with restraint and prudent management there will be no deterioration in the quality of education, even under the stresses caused by inflation and declining enrolment.

We do recognize however that school boards cannot in general cut costs in direct proportion to the enrolment decline, especially in smaller boards. For this reason we introduced in 1981 a graduated system of special assistance above the amounts normally recognized to soften the impact of declining enrolment on school board budgets and mill rates. This funding support will continue for 1982.

While I do not wish to dwell on the details of the 1982 grant arrangement which we will undoubtedly discuss later, I should like to mention that we have increased the weighting for grant purposes of pupils in grades 9 and 10 of Roman Catholic separate schools from 1.15 to 1.19. This means in effect that each grade 9 and 10 pupil counts as 1.19 pupils for grant purposes.

On April 5, 1982, I outlined in the Legislature funding changes for continuing education.

The ministry will continue to fund the heritage language program, driver education programs, credit courses and adult basic education programs. The latter, including education in adult basic literacy and numeracy, citizenship and language instruction for landed immigrants, and English as a second language for adults.

There will, however, be no direct provincial

funding for general interest courses, but per-pupil amounts will be made available for continuing education activities not included in the categories acceptable for direct funding, and to make school facilities available to community groups for the provision of program.

The amount for 1982 for the September to December period will be \$2 per elementary pupil and \$6 per secondary pupil.

The draft policy statement on continuing education has been released, and we have sent to chairmen of school boards a memorandum on continuing education policy review, enclosing the paper entitled "Draft Policy Statement of the Ministries of Education, Colleges and Universities on the Provision of Continuing Education through the Schools, Colleges and Universities of Ontario"—a very long title.

The draft policy statement was developed after consideration of the views expressed in the responses to the 1981 document, "Continuing Education: The Third System," consultation with other ministries involved in continuing education, and priorities within the limits of the financial resources available.

This draft policy statement will be further considered by school boards, colleges and other interested groups, with the expectation that final responses will be made to the ministry by September 1, 1982.

In the matter of school facilities and capital grants, the level of requests by school boards for capital funds for school construction remains high. The school boards requested \$354 million for this purpose for the construction year 1983, but continued pressure on financial resources has constrained the ministry to allocating funds for the most urgent pupil-place needs in developing areas.

The total program of spending in 1983 is \$90 million for all classes of school construction.

In 1982, the ministry will continue to provide \$5 million to assist school boards to achieve energy use reductions, and funding is also available for converting school buildings from the use of oil to either gas or electricity.

The elimination of asbestos hazards in Ontario schools continues in 1982. Most schools have reported no asbestos hazards, and corrective measures have been taken in 922 schools. This program, costing \$8 million this year, should be completed totally by 1984.

The ministry has published three reports on vandalism and is now involved in a detailed evaluation of some successful programs which have been in place in six schools around the

province. A report on this work will be published later this year.

In the May 13 budget, the ministry received an additional \$5 million for capital projects for school repairs. This amount, when handled through the regular capital approval process, will generate a total of \$7 million in project costs and will be used for about 50 repair and renovation projects totalling \$4,175,000.

An additional \$1,504,000 will be used for asbestos removal and cleanup, and another \$1 million will go to energy retrofit programs in the schools. This program will concentrate on a large number of small projects including roofing replacement, heating systems, elevators, fire safety work, small additions, etc., and will create about 1,000 temporary jobs.

It has been possible to mention only briefly some of our activities, but I have attempted to emphasize the importance which we are placing on careful and sound planning, both strategic and operational, with respect to all of our responsibilities. The students in Ontario schools deserve this and we will continue to strive to ensure that the obligation is met.

There is little doubt in my mind that we are quickly approaching an educational crossroads in the schooling of children and young people in this province and this country. One way that we can prepare for a future that almost certainly will be replete with shocks and surprises is to open up our minds and to think about it, always remembering the advice of the late Dr. Robert Jackson:

"Never lose sight of the fact that the child as a learner is not only the centre of the school system, but the only reason for its existence."

Mr. Chairman: That is an excellent quotation, Madam Minister. I think we will probably refer back to this quotation, or at least have it in our minds throughout the discussions.

Thank you for your introductory statement. We will begin with comments from the opposition critics, first of all with Her Majesty's official opposition, represented by Mr. Bradley.

Mr. Bradley: Mr. Chairman, we all followed with a good deal of interest the statement of the minister, and I have had the opportunity from time to time to glance at other statements made by the minister in the estimates, and of course in the House.

For the first time, I have the opportunity to deal with the estimates of the Ministry of Education in the capacity of the official critic for the official opposition.

I recognize, as the members of the committee

will, that I have some rather big shoes to fill: those of John Sweeney, who came from the position of a director of education, having worked his way up through an education system; a fellow with intricate knowledge of education and with his finger on the pulse of the educational community. I have that to attempt to live up to, and that will take some time, I am sure.

The chairman will be interested to know that I have a bit of a different slant to education in the fact that I tend to view things—taking into consideration, of course, the viewpoints of my constituents—more from the viewpoint of the front-line troops, that is the classroom teachers, who must bear the brunt or accept the wisdom of the policies sent down from the Ministry of Education and the boards of education.

4:10 p.m.

Many times they benefit from those policies but sometimes they are somewhat less beneficial to those who are on the front line. I know that in this direction the minister also has a direct pipeline that she has informed us about before. I am sure that this source provides her with other viewpoints than those that she hears from her ministry officials, who are of course all competent and excellent individuals.

Hon. Miss Stephenson: They are certainly different from those I hear from the opposition, I can tell you.

Mr. Bradley: I also appreciate, Madam Minister, that you are involved in a ministry which is somewhat complex, particularly when you have also the responsibility for Colleges and Universities.

As a critic in this specific area, I recognize it is a difficult position because no matter what decision you make, there are going to be some people considerably unhappy with that decision, but it is to be hoped there are as well a lot of people who are happy and who accept it as a reasonable decision.

I think, for instance, of my previous responsibilities in the area of Correctional Services, where those lines were not quite so well drawn, and in that of Consumer and Commercial Relations, where the opposition critic merely had to be on the side of heaven and the angels, on the side of the consumer.

I have found, in the area of education, that in delving into these issues there are winners and losers, no matter what happens.

Hon. Miss Stephenson: Any angels?

Mr. Bradley: There are some angels, I understand.

I do appreciate that although on many occasions we are critical of the policies and pronouncements of the minister, she does deal with a difficult and a very changing ministry and with a lot of difficult decisions.

Mr. R. F. Johnston: There are very few of us left.

Mr. Chairman: Mr. Robinson just interjected privately. He was so impressed by your comments that he wondered whether you would have a copy of your statement.

Mr. Bradley: No. Unlike the Minister of Education I do not have \$9 million worth of staff to write my comments, but I know the minister is familiar with those things anyway. I do not imply that she does not know and only has to move her lips, as some ministers do.

Hon. Miss Stephenson: You can even Xerox handwritten notes now, you know.

Mr. Bradley: We will not do that because it will be in Hansard and I know Mr. Robinson will be able to read them there.

I also know that, in dealing with education, those of us in particular who came from an educational background used to see it as, perhaps from the prejudiced point of view, the primary ministry in the province. In terms of funding, or the percentage of the provincial budget in years gone by, we would find—and I suppose the population trends and other reasons dictate this to a certain extent—that education as a chunk of the provincial budget, although still very substantial—

Hon. Miss Stephenson: The second largest.

Mr. Bradley: —has decreased slightly each year. We know the Ministry of Health budget is increasing rather considerably at the same time.

Because there has been a lack of real controversy, I suppose, in the last couple of years at least, education has not received the degree of prominence it did in the past in terms of the attention devoted to it in the House, although the minister may make a face at that. Other ministries have come under fire—of course, the Ministry of Treasury and Economics, the Ministry of Health, and so on. But it still remains, to those of us who sit in the House—I am sure all of us—a very important ministry.

I found a comment that the minister and the other members of the committee would see as rather interesting. When the candidates for the Liberal leadership went into one rural community, all of them felt a great obligation to talk

about agriculture and those problems that revolve around it.

The local member reprimanded each one of them and said that what the local people wanted to hear about was education and health and a number of different items. Education still ranked very high in the consideration of individual citizens in this province, even those who did not have children in the system and therefore were not directly affected by education.

I guess we see a shift of priorities as the population ages. Few people would deny the fact that more money is going to be put into services providing for senior citizens than was the case in the past because the number of senior citizens is increasing. This is not necessarily at the expense of education.

Hon. Miss Stephenson: Neither is it a shift in priorities.

Mr. Bradley: It is a shift in priorities in terms of the amount of money placed in that sector, maybe by necessity. Nevertheless, we are seeing this trend.

Hon. Miss Stephenson: Money alone does not equate the priorities.

Mr. Bradley: We are seeing that trend, nevertheless. I will not get into a quarrel with the minister at this time.

We also recognize provincial deficits are going to cause the provincial Treasurer (Mr. F. S. Miller) and others in government to sharpen pencils as much as possible to attempt to restrict unnecessary expenditures. We see that as a pressure on the Ministry of Education, as it is on other ministries. I recognize you are somewhat beleaguered, though you may feel you have considerable influence within the cabinet, in terms of the funds made available to your ministry, as other ministers too might well feel. We all feel that pinch and recognize that. I do not apologize for your ministry on that basis, but it is a recognition, nevertheless.

The constitutional debate makes me touch on this particular item. One of the facts coming forward is that in Canada—I do not know the experience of many other countries—the provinces so jealously guard their right to maintain their own education systems that whenever the federal government, outside of funding, which is always welcome—

Hon. Miss Stephenson: If it arrives.

Mr. Bradley: It makes the provincial governments very unhappy when it does not arrive. Outside of funding, there does not seem to be a

great response from the provinces to do anything meaningful on a national level.

Perhaps the minister would report to the committee a little later on if she feels there is any progress in such things as national standards and increased co-operation between the provinces. Many people feel it would be beneficial and would be a unifying force, though I recognize it is a rather lofty goal when provincial governments are jealously guarding any powers they have at present.

In reviewing the materials passed on to me by John Sweeney and others—materials that have been available to me on a continuing basis as a member of the Legislature—I notice you have had a number of reports over the last few years. You have, to a degree, reported to this committee on the progress of the various reports. They have been useful to a certain extent; someone suggested they are an excuse to dodge difficult problems.

I feel it is useful to carefully examine these controversial questions, which have long-term ramifications, before moving in a direction. As a classroom teacher I appreciated that these kinds of changes were implemented on a very progressive basis rather than on a snap basis. That is usually beneficial. When decisions are made quickly and abruptly, although I recognize you sometimes have to do that, they are often not good decisions.

The Jackson report was one which still has a great deal of importance. The people of Sarnia—and the minister would be aware of this because she has received correspondence from me and the people in Sarnia—face what many communities face when there is a high school closing in the centre of a city, as is the case with Sarnia Collegiate Institute and Technical School. A lot of parents would like to see that particular high school retained.

In this case the parents, who have gone to court over this matter—not at this time, but at another time—feel the guidelines set out by the Ministry of Education were not adhered to by the Lambton County Board of Education. Perhaps the minister would be kind enough, in her reply, to address that question.

These people have expressed legitimate concern. Those of us on the outside in any of these cases have a difficult time making a judgement and a difficult time second-guessing a board of education, because we all have boards of education within our own political jurisdictions that have to make tough decisions. When it comes down to matters of school closings which have

great ramifications for the community, it is essential that guidelines are adhered to. I would look for the assurance of the minister that those guidelines have been adhered to in this case.

4:20 p.m.

Mr. Jack Stokes, the member for Lake Nipigon, was instrumental in bringing this item to a head—he will claim that and I will give him that credit—but I would like to commend the minister on appointing Rodger Allan to look at the northern communities and the problems faced by them with regard to declining enrolment.

It is quite obvious to anyone who knows anything about geography or who can read a map that one of the great difficulties in the north revolves around distance. In many of these communities the size of the secondary school population is very small compared to what it would be in the larger urban centres in the south or even in some of the northern urban centres. Special consideration must be given to keeping those schools open, even if it requires some additional funding over and above what the ministry has already provided in special funding to ease the burden of declining enrolment.

I hope we receive a report relatively soon from Rodger Allan, who I am very familiar with as the former director and my former boss in Lincoln county. You have chosen a very capable person for that job and we look forward to that report. Those communities are going to have to make some tough decisions. The ministry is going to have to play a major role in helping to keep some of those schools open.

One of the things I looked at in consultation with various groups. You have accentuated that in your remarks. You have clearly indicated you feel consultation is important. When one does not receive the answer he wants to hear from the Minister of Education, that sometimes means he was not consulted carefully enough. I accept that, but there are some legitimate occasions where people are not consulted to the extent they should be. I am pleased whenever you do go to the public, to the teachers' federations, to home and school groups and to boards of education on a consultative basis in an attempt to gather opinion from what I call the grass roots.

One of the criticisms I had—although you said this was not the case, I think it still is—was when you set up the secondary education review project, you did not have sufficient classroom teachers without additional responsibilities. In other words, you did not have teachers who were not also department heads, vice-principals

or principals. The number of genuine classroom teachers on that committee initially was minuscule. I went down the list to see that.

Hon. Miss Stephenson: You mean the steering committee?

Mr. Bradley: Yes, I am sorry, the steering committee.

Hon. Miss Stephenson: Remember there are four other committees.

Mr. Bradley: Yes, and I think you overcame that to a certain extent in the other committees. As you go through the consultative process now, you overcome some of that because you are getting that kind of feedback.

It is important the classroom teacher within the education hierarchy, as well as the parents whose children are in the school system, be heard on many of these issues. I get the feeling they often are not. Some of those who make decisions on their behalf have not seen the inside of a classroom from the combat point of view for a number of years.

Hon. Miss Stephenson: I am not sure Margaret Wilson would agree with you, but that is all right.

Mr. Bradley: She may or may not. There are some items on which we agree and some on which we do not. I am sure that is the same with the minister.

One of the problems arising here—the minister is aware of it and I do not know how it is overcome in some cases—is in the consultation with the teachers' federations.

The relationship of the minister with the teachers' federations has been characterized by some as "rocky." You are not noted as a diplomat. You may have been a very diplomatic, sympathetic and understanding person in your former profession, but you would not be so characterized fairly by independent sources. I am not an independent source.

Hon. Miss Stephenson: No, you are in the House and you gain your opinion from that.

Mr. Bradley: That is probably true and I see you as being more combative than you probably are.

Hon. Miss Stephenson: You provoke me daily.

Mr. Bradley: Nevertheless, in talking to people at various levels in the echelon of the teachers' federations I learn they find you have even been abrasive on occasion.

Hon. Miss Stephenson: Really? How perfectly dreadful. Dearest heaven.

Mr. Boudria: That is hard to believe.

Mr. Bradley: There would be a need for an attempt to improve that relationship. Just how the minister intends to go about that is another matter, but this is some of the feedback I get.

They use some of the "complimentary" terms I used in jest about the minister in the House. One of the reasons is obviously your personality. You are not a person to be easily pushed around.

Mr. R. F. Johnston: Toyed with.

Mr. Bradley: To say the least. But I think that is an important relationship that you, as Minister of Education, have with the teachers' federations.

I do not mean that you should capitulate to each and every point any interest group wants you to capitulate to, but I do think that is a problem and I bring it to your attention. If you were to take surveys of the teachers'—

Hon. Miss Stephenson: Have you heard that from the Ontario School Trustees' Council?

Mr. Bradley: No.

Mr. R. F. Johnston: Are they not the ones who suggested behaviour modification?

Mr. Bradley: But I have heard it from other informed sources.

If I may continue with my opening remarks—and do not worry, Mr. Chairman, I will get into this debate in the House; I will not go on at great length here. When I look at Bill 46, An Act to amend the Education Act, which you characterize as essentially housekeeping, the boards of education and teachers' federations see at least some of the provisions of this bill as an attempt on the part of the ministry to gain even more control over boards of education.

Hon. Miss Stephenson: Where?

Mr. Bradley: I know you or your parliamentary assistant would want to respond to that at the time of second reading of the bill because you will find that the Association of Large School Boards of Ontario—ALSBO—has problems with certain provisions of that bill, as have teachers' federations.

It is a general feeling that there is a movement—and the minister may not perceive it, or perhaps she feels it is totally inaccurate—

Hon. Miss Stephenson: It is.

Mr. Bradley: —There is a definite move perceived by people in the education community that you and your ministry are attempting

to gain even more control over education than you have at the present time.

Hon. Miss Stephenson: Hogwash.

Mr. Bradley: I think the member for Oakwood (Mr. Grande) would probably agree with that.

Mr. Grande: What did you say?

Mr. Bradley: The minister will know that during the debate on Bill 46, we will continue remarks in that vein.

It is our feeling—the minister shook her head the last time this was mentioned—that this Legislature would benefit by having a select committee on education; a committee which would deal exclusively with educational matters from time to time.

We had the Hydro committee, which dealt with a number of matters of interest and importance to the province. That was disbanded after the last election.

With a number of these issues arising, it would be beneficial to have a select committee on education which contained essentially the same membership. Those would be people who would have—I do not like to use the word “expertise” in education—a very strong interest in education who could deal with a number of issues.

For instance, there is the separate school funding question, which continues to be raised from time to time. I notice in the literature, the Progressive Conservative candidate for Hamilton West said: “I feel it is time to review funding policies for separate high schools to keep pace with population changes. The Ministry of Education is planning a thorough study of the question. Once completed, proposals can then be discussed.”

That is one area which has been controversial in the past—

Hon. Miss Stephenson: Only for 110 years.

Mr. Bradley: Yes—and it would be useful to have a committee deal with it.

Hon. Miss Stephenson: It is reviewed at least every decade.

Mr. Bradley: A second issue would be that of alternative schools.

Hon. Miss Stephenson: Are you in support of the alternative schools?

Mr. Bradley: No, I just said the second issue is the issue of alternative and independent schools.

Hon. Miss Stephenson: Oh ho, you are committing yourself to support for alternative schools?

Mr. Bradley: The minister is not listening. What I said to the minister is that it is another

issue that could be addressed by the select committee on education.

We keep hearing from out in the hinterlands that the government is thinking of moving on that particular subject. If you talk to people in the local areas who seem to hear things that filter down, they met with the Premier (Mr. Davis) and were very pleased—although I know other people who met with the Premier and walked away pleased—and felt they had sympathy from the Premier on this particular issue.

Hon. Miss Stephenson: Pull it tightly. Come on, Richard.

Mr. Bradley: Indeed, last fall we saw the movement to having sales tax removed for these alternative schools and independent schools. It was done without the knowledge of the Legislature but nevertheless it was removed and very few people objected to it, certainly none within the Legislature.

4:30 p.m.

Everyone has to pay the sales tax now, so we are all back on an equal basis. If you want to say that brought about equality, it did, in a rather negative sense.

There was some movement there. There have been continuing discussions. I understand there was a Tory pow-wow up in Muskoka or some nice resort where you got together. Some of the pressure came from your North York members and other members around Toronto and out in the hinterlands of the province, who brought to you a different point of view to that heard in the past on alternative and independent schools. That is the kind of—

Hon. Miss Stephenson: I do not think we heard anything different.

Mr. Bradley: The response may have been different.

Mr. Grande: Oh, yes.

Hon. Miss Stephenson: Oh, no. I was there, Tony. You were not.

Mr. Bradley: This is not what the member for Oakwood and I have heard from very good sources. That is the kind of—

Hon. Miss Stephenson: One of the great things about education is that the level of paranoia is so high that the rumour mill works overtime daily.

Mr. Grande: They have good reasons.

Hon. Miss Stephenson: They do not.

Mr. Bradley: Financing of education in general would be an item which would be of interest

to a select committee on education. We think that public input would be encouraged by having this committee. I do not mean we have to travel to Hawaii to investigate music programs in Hawaii.

Hon. Miss Stephenson: But you would anyway.

Mr. Bradley: Not I; never would you find me in Hawaii. I think this committee would sit primarily in Toronto and other centres in this province, so that people would have access to it.

It could deal with such things as the language heritage program, which takes on a different perspective in Metropolitan Toronto than in other areas of the province, or at least a different level of importance than you would find in certain other constituencies.

For instance, when you discuss it with our fellow members in the Legislature who sit in various ridings, when you talk to the people in Metropolitan Toronto, it is a very major issue; certain changes have been discussed and put forward by the Toronto Board of Education. It has a different connotation where there is a larger number of people concentrated in an area with a first language that is neither English nor French.

However, when you get into certain other centres, particularly rural areas outside of Toronto, the way heritage language is viewed there may be a little bit different, in that many centres are very satisfied with the kind of heritage language program you initiated, I think in 1977.

For instance, in Lincoln county it is a very popular program. It is operated very well there. It has been well received. It has not encountered to my knowledge any significant opposition, outside of a very few narrow-minded people.

Indeed, people look for some kind of expansion of that program, perhaps not in the manner which has been advocated by the Toronto Board of Education but certainly an expansion of the program and additional funding, which I see in your estimates is forthcoming.

That is the kind of item that a select committee on education could deal with, some of the secondary education review project recommendations and so on. We feel it would be very useful to have this.

You will recall you had a select committee on education, and those of us who sat in on it remember what it was. Was that Bill 19?

Hon. Miss Stephenson: Yes. It was certainly not a select committee on education.

Mr. Bradley: Well, it really amounted to—

Hon. Miss Stephenson: It was supposed to deal with the bill and you perverted the democratic process by addressing all other issues except the bill.

Mr. Grande: Who is trying to be provocative?

Mr. Bradley: The minister is now speaking in the manner of the member for Wentworth (Mr. Dean) who yesterday talked about bringing in the dogs and the ponies and a circus.

Hon. Miss Stephenson: No. You really did pervert it, because the purpose of the hearing was to deal with the bill and you did not deal with the bill except on the first day and the last day, and that was it. You had six months in between.

Mr. Bradley: We had our select committee on education at that time, which was very useful.

Dealing with the specific area of funding, it is our view, and I think it is a view shared by both opposition parties, that the province should gradually increase its portion of the cost of education being assumed in relationship to the boards of education. The average falling-off has been from approximately 60 per cent to approximately 50 per cent.

The minister will say, "Well, you forget about the tax credits, and you forget about certain other items." Now, let her say what we forget about later on—

Hon. Miss Stephenson: Superannuation.

Mr. Bradley: Superannuation, that was the one. Nevertheless, we in the opposition feel you at the provincial level should be assuming a greater portion of the cost of education on an increasing and progressive basis over the years; at least 60 per cent.

This is to avoid the use of what we feel is a regressive tax form, the property tax, to finance education. Once again, I would like you to provide statistics for the committee—we will not get them until after estimates and perhaps this is something that can be put on the Order Paper again.

I would like to deal with the statistics since 1971 and how the ministry's portion of the cost of education has declined in recent years. We will see how it went up and how it has come back down in recent years and the boards of education have been asked to fend for themselves.

Let us get to another item on this. I once said to you in the House that you people are great at

initiating a program and then pulling the rug out. I must remember to come back to that on continuing education. You said, "Show me one example," and we have that on continuing education.

Mr. Grande: That was the last one.

Mr. Bradley: I will come back to that. That is the latest, Tony.

Hon. Miss Stephenson: What were the others?

Mr. Bradley: I will get to those when we get to the details.

I also understand the boards of education across the province would like to have an idea earlier in the year of how much money they can count on for their funding. I understand some of your difficulties in this regard. I recognize there are some difficulties in providing the figures much earlier in the year. I recognize you deal in different fiscal years, which always poses a problem, both with municipalities and boards of education. They would like to get an indication even earlier in the year so they can budget in a more efficient fashion.

In funding I also look at narrowing the gap in funding on a per-pupil basis, at elementary and secondary levels, and I think to a certain extent you have tried to do this. There has been some movement in that direction, some would say a significant move in that direction, but there is still a substantial gap there. I know you have advanced some reasons for the maintenance of that gap in the past, even though it is narrowing. You now have elementary school teachers coming in who have similar qualifications to those in secondary school.

The amount of money devoted to salaries at the elementary school level must have increased in recent years as a result of the upgraded qualifications. At the elementary level the day of the cheap teacher is no longer around. You would require more funds at the elementary level for that purpose.

I would look for a continuing of the narrowing of the gap in funding between secondary and elementary levels, hoping you would be increasing both significantly enough to continue the high quality of education some boards of education have provided in this province.

I have dealt with the minister's relationship with the federations. I will just touch on that once again to say there are some who feel they were not consulted before decisions were made, such as in the recent survey you took on the school year. You did not notify at least one

federation about it until the ads were appearing in the paper, or just before the ads appeared in the paper. Do you remember that incident?

Hon. Miss Stephenson: The Ontario Teachers' Federation has been notified.

Mr. Bradley: Well, you did not notify—

Hon. Miss Stephenson: Are you telling me that federation is not a member of OTF?

Mr. Bradley: I am not saying that. I am saying your consultation process broke down there a bit.

Hon. Miss Stephenson: Oh, no, it did not.

Mr. Bradley: Continuing education grants for noncredit courses at the secondary school level—this was rather an amusing incident.

I got my assistant here at Queen's Park to phone the Ministry of Education because I had heard you were going to cut back considerably on the noncredit courses at the secondary school level and in continuing education. She phoned the ministry and the answer was something along the line that you really were not contemplating this and there was nothing firm on it.

Almost everyone in the province knew what you were going to do. I know you must be the person to make the announcements, but I found it rather amusing that when I knew exactly what was going on, the answer we got from the ministry was somewhat different.

We came to it in the House and I asked you to give me the assurance you were not going to do it. I must say you did tell the truth at that time—
4:40 p.m.

Hon. Miss Stephenson: I always do. You do not like the answers, but I always tell the truth.

Mr. Bradley:—and you did say you would not give me such an assurance. Subsequent to my question you did announce in the House your severe cutback in those grants. You would recognize there are certain people who are interested in having those continue. It almost wipes out some continuing education departments within boards of education.

Hon. Miss Stephenson: It should not.

Mr. Bradley: You have—is the word "seconded"? Did you second Tom Matsushita or did you just hire him?

Hon. Miss Stephenson: No, we seconded him.

Mr. Bradley: Tom Matsushita, who did such a excellent job in our board of education as the director of continuing education, is now with the ministry. When he was with the board he

defended the position of the board very well by indicating his concern about the cutback in funding for continuing education programs.

Perhaps the minister would address this problem. We know the problem with ethnic groups, in our area at least. Our folk arts council was funded indirectly by this grant. The choirs, dance groups and other ethnic groups in our area received funds in this manner. I think you have consulted with Mr. McCaffrey, the new Minister of Citizenship and Culture, to find a mechanism for funding those groups through his ministry.

I would be hopeful your consultation has produced some definite commitments on the part of the minister. We have found those programs to be very valuable in our area in the past and there was some worry when you cut back. There was also some thought that the summer school programs, noncredit courses for kids in Lincoln county, were going to be very badly affected, almost wiped out by this move on your part. Perhaps you could address that.

I will get some further information as we come to that particular vote but that was one problem that had arisen at that time. Some of these noncredit courses were not all that frivolous; some people consider them to be frivolous. For many of the people involved in those courses that was the only direct access they had to education.

You know a lot of people say they do not have a direct stake in education. We know everyone has an indirect stake in education, an important stake in education. Some of these people, let us say senior citizens whose children have been out of the system a long time, have access through the continuing education grant.

Others who had left school at an early age because of the economic needs of the past were taking courses they felt were valuable. Here was one chance where they had a direct stake in education; they were seeing some direct benefits coming back to them. That was not necessarily wiped out, but the cost to them to continue to take these courses became considerable.

I have received a lot of letters and I know the minister has. She has probably sent out her standard reply, which I realize has to be a standard reply, but those people are still concerned about it. I hope the grants for noncredit courses in continuing education are not completely dead and the minister will consider that in the future.

I am also interested in hearing your com-

ments on day care and the role you see for educational institutions in day care. Will your ministry take over day care from the Ministry of Community and Social Services? What do you see in the future in that regard?

Representations were made to you some time ago when we had a day care day here in Metro and we were all lobbied on this. Considerable information was provided and we have received representations from the Ontario Teachers' Federation on this matter. What role do you see education playing in day care in the future?

There is also the use of the buildings. I know that at present, day care has been one of the good uses of empty classrooms. I also understand they are now going to be taxed by the Ministry of Revenue. I know you might say that brings about uniformity, but it provides an additional charge.

I would hope that school facilities could be made available for day care purposes, even if not in the very near future, by educational authorities. At least those buildings could be made available and not be excessively costly to people using them.

I would also like to have you deal with the effect of the new budget on education. We are receiving a constant stream of letters from boards of education pointing out the ramifications of the new budget on their costs. Most of them—all of them, I suppose—had struck their own budgets before your budget was brought down and now they see additional costs which are going to have to be made up by cutting back in other areas or in some cases running a deficit—if they can do that and I do not think they can. So that is a problem.

In Metro Toronto I think it presents a special problem because you have that one-mill discretion; they can spend one mill over what one would anticipate they would be allowed to spend. If they want, for instance, to retain an additional number of teachers within a specific board, will not most of that be wiped out by the additional costs that are going to be imposed by the provincial budget? Therefore will not these boards be in a position where they cannot retain teachers, even if they wanted to, with that discretionary one-mill bulge they would have? I would see that as a problem in terms of the budget.

There is also the matter of building materials. As you recognize, those who are in the midst of construction or contemplating new construction will now have to budget even more in capital cost for that construction.

This is indirect, but we also have the kids in the schools paying tax on their meals now and the nuisance of making tax collectors out of everybody, and we have the supplies costing more money. All of these things are building an additional inflationary factor into education which boards of education contend they can ill afford at the present time.

We know that one of the most important reports, and you alluded to it in your opening comments in a very thorough manner, was the secondary education review project report, the SERP report. I expressed my initial concerns about the representation on that steering committee but I think part of those have been alleviated down the line.

In the House you sarcastically came back at me when I suggested that you implement these changes only through legislation. You suggested that you are not going to implement every little curriculum change through legislation. The answer to that, of course, is no.

I am thinking of the major structural changes you might make; whether it is your intention—because at the time you answered my question by saying you would consider it, I think—to implement any of the major structural changes only through legislation, as opposed to regulation. For instance, if you decide that you are going to compact the number of school years by eliminating one of the years somewhere along the line, I wonder whether you would do that by legislation or regulation.

In general, even though I think you have gone a fairly long way in the process of consultation and input in the initial stages of SERP, now that we have the report and the recommendations I would support the concept that it be viewed as—I think the terminology we use nowadays is as a green paper that would receive further input on those recommendations.

I appreciate the fact that you cannot go on forever and ever but, once the final report has been published, as it has—it is in as final a form as we have it now—I think there should be a chance for further consideration of it and further input into it. I think it would be valuable to have it treated as a green paper, a reasonable time limit put on, and perhaps considered by a legislative committee. Of course, I think that famous select committee on education would be a great vehicle for that.

I really think there should be that chance for the various interest groups, and we are all interested in education, to have input into the final recommendations that will be accepted or

not accepted. I would be interested to know what major recommendations you feel might be accepted by the ministry at this time. I think you said in your remarks you are still considering that and it is going to the cabinet and you may not want to let any cats out of the bag there.

Vandalism was another subject of great importance in the school systems. I thought one of the real steps forward—and I think the minister would agree; I asked several questions on this in the House of both you and the Attorney General (Mr. McMurtry) and you were quite responsive to this at the time—was the major change in the Trespass to Property Act. That act was a real problem.

4:50 p.m.

Most of the vandalism and violence carried out in schools is carried out by people from outside the school system who come in to cause trouble, who violate the property and who interfere with the smooth functioning of the school. Previous to the amendment the Trespass to Property Act as it read did not seem to be sufficient to deter those people.

I must say the response has been quite good. I remember sending out the changes to all the schools in my area saying: "Here is a good thing. You people should take advantage of this." I know the ministry sent out the information as well.

Many of the schools have taken advantage of that change and it has removed some of the trouble spots—not all of them, but some of them—but vandalism continues to be a problem. There are psychological reasons for vandalism, some tell me. There is a psychological reason why someone comes up and smashes a window or something. There is something in the person's background that forces him to break that window. But although I may sound retributive, and I suppose militaristic to a certain extent, I really think that penalties do play a major role as a deterrent. If the penalties down the line are well known and if prosecutions take place and there is vigilance, a careful watch for these acts of vandalism instead of ignoring them, that goes a long way towards solving some of the problems.

Hon. Miss Stephenson: Are you suggesting the school system should set such penalties?

Mr. Bradley: No, not the school system. I recognize you are working through the Ministry of the Attorney General and with federal authorities, so I accept the minister's intervention on

that. But I really think that is part of it. It is not the whole story.

You have had some good reports on innovative ways of avoiding vandalism in the first place by instilling in the students pride in the school property, seeing it as their property, and those positive ways of handling it are very useful as well.

Hon. Miss Stephenson: That document is going out this year.

Mr. Bradley: Yes, I recall your remarks on that.

Vandalism continues to be a problem at which school authorities shake their heads. It costs them a lot of money every year. I must say the problem is not easily solved and it continues despite many ways of trying to avoid it. I just think it deserves continued addressing. I want to compliment the government on its change to the Trespass to Property Act, which is a major factor.

Something that comes forward in my mind, as a former teacher and from my talking to teachers and parents on a continuing basis, is the feeling that there is a problem with discipline. It is a hard thing to put your hand on, I suppose. Take any of the surveys—and I know some of the questions in those surveys we all send out are worded in a way that can bring any answer we want and I accept that that happens. But when you ask the question, a pretty plain question, “Do you feel that there is a need for stronger discipline in the schools?” 93 per cent of the people in my survey said yes, and that is always the largest response.

Hon. Miss Stephenson: Did you specify which schools?

Mr. Bradley: No, I just said “in the schools.” Perhaps it would have been beneficial to say elementary, secondary, post secondary or various things, but I did not. It is an interesting fact that out of all the questions it is the one that gains the greatest response, with 93 per cent of the people on one side of that issue saying yes.

Rodger Allan, the former director to whom I alluded earlier, used to say in many of his speeches that it is very difficult to run a hard school system in a soft society. I would agree with that, it is difficult. Nevertheless, I think the people out there are crying for some form of discipline. Maybe they see it failing at home and look for someone else to impose it. That may be the case in some instances. In other instances they feel they are doing their part at home and it

is when the kids get away from them that the problem arises.

It is that general uneasiness about discipline that exists, not only in the minds of parents but in the minds of many teachers who are concerned that if they take firm action they will not be backed up by the authorities who will capitulate to strong-willed parents or something of that nature.

Hon. Miss Stephenson: You are not talking about the ministry, however.

Mr. Bradley: Probably not the ministry. I cannot really get it as far back as the ministry. I would think that you would be in favour of strong and fair discipline in the school system.

Hon. Miss Stephenson: Self-discipline, that is the most important thing.

Mr. Bradley: That is the most important thing. That is a goal we should all aim for, I agree with you, but it is not always possible to have self-discipline.

We keep worrying about the few people who are going to receive some pretty harsh forms of discipline. We often forget about those kids, let us say the two or three in a class of 35, who make a good deal of trouble and have the rest pay the penalty in the classroom. That is the problem, the rest pay the penalty. They often set a bad tone within a classroom.

Okay, you can say, “We will bring in a psychologist and try to reason with them,” or, “We will try these different forms of punishment.” Madam Minister, you often find that it just does not work and that they are laughing at it.

I am getting a little away from the school system, and the chairman no doubt will let me. I remember kids I used to teach who knew the line at which they had to stop. There was the kid who told me how he could take the car out, and the first time it was all right but he knew down the line how many times it would be before the judge or some authority would finally say, “Look, it’s got to stop.”

They laughed at many of the attempts to sit down and reason with them, although I think those attempts should be made.

Somewhere along the line, someone has to say: “That is enough. The other kids in the school system are not going to suffer because of a couple of bad apples. We are not going to devote all our time trying to convert a couple of bad apples into good apples to the neglect of 33 other people in a classroom.”

I do not like to think that we are giving up on

anybody, but we spend a lot of time dealing with some real problem people to the neglect of others.

Maybe Bill 82 will help, in that some of the discipline problems within schools—perhaps many of the discipline problems within schools—are with kids who cannot achieve because of various handicaps they have in terms of functioning in a regular classroom situation.

Perhaps Bill 82 will address some of that, so those people will be able to function better within a school system.

I still go back to discipline being a problem—to attendance, for instance, being a problem. I notice the secondary education review project report dealt with fewer spares. I cannot get over how many kids are wandering around the shopping plazas in the middle of the afternoon. When you talk to them they say, "I have a spare now."

When I went to school, and that was a fair distance ago, we had to sit in the classroom and do something during a spare, or look as if we were doing something, and not be down at the pool hall or the pinball alley or something like that. Now, because that time is available, apparently the kids can go where they want, when they want, and that is a problem.

Attendance has always been a problem and I know, now that the age is down to 18, it poses some new problems.

Hon. Miss Stephenson: Sixteen.

Mr. Bradley: No, 18 in terms of when you are a legal adult. I think boards of education are making some efforts, for instance, in checking up on attendance very well, for various reasons.

Once I had a long argument with a university professor, whose name I will not reveal, and I eventually won; I was surprised. He was very offended by the fact that I said, "In my classroom, if the kids were not in by 9:15 a.m. a telephone call would go to the house asking where he or she was." He was very offended by the fact that I would interfere in the home situation to the extent that I would have that house phoned to see where the kid was by 9:15.

Eventually we got around to the discussion of those kids who never did arrive at school and ended up in a coffin, or took off to the west, or something of that nature. Of those people who initially felt that business of phoning was interference, more and more are seeing the watching of attendance very carefully as a positive benefit.

One of the things that has been found out by John Sweeney's group, which has been going

around the province talking to many people as a task force—I should not let things out; I suppose they will make some big report—is that the kids who are let out early—

Hon. Miss Stephenson: Early school leaving?

Mr. Bradley: It is not working that well. That is what he found out. I am not saying whether this means it is true or not, but he found in many cases that those kids really were not functioning that well outside the school system.

I suppose one could argue that they were nuisances inside and not really benefiting much from being inside, but he is finding that kids who left at 14 or something of that nature are not really functioning well outside the school system. How you solve that is another matter.

I was one of the people who was dubious about it at first, and then people explained to me: "Well, you know, they do not function within the school system anyway. Maybe it is better to have them out." It was interesting that when he went around the province to many different centres, he found that was not necessarily the case.

5 p.m.

We could all get on to drugs and booze in the school system, forever and ever, amen. I often found it amusing—and Mr. Grande, as a former teacher, will remember this as well—when people would say they had a drug problem at a school, as though the secretary dispensed the drugs at the front wicket as people went in.

Mr. Grande: I came from an elementary school.

Mr. Bradley: I did as well, Tony. I really see people now looking at it as an area where, when drugs are seen in the school system, it is pretty hard to get teachers, who do not want to end up in court cases and so on, to put the finger on students for it. There is no easy answer to it.

There is still a drug problem at school simply because kids happen to congregate at schools as they do at plazas, as they do in other areas. It happens to be a place where things can be bought and sold.

Drug education programs are helping to a certain extent. I suppose we can always say they should be more extensive, but there still exists a problem that worries many people.

I suggest to members of this committee that it starts to sidetrack people into private schools. This great fear is one of the major reasons you are seeing the great increase in private, alternative and independent schools. Maybe they are

fooling themselves into thinking the kids could never get it somewhere else.

Hon. Miss Stephenson: Or in the private school.

Mr. Bradley: Yes, or in the private school. The minister makes a relevant point, but there is that general feeling that there is still a problem out there that has to be combatted somehow.

I have dealt with the alternative schools. I will briefly deal with a couple of other items if I may.

The books in the schools; the book publisher's group in Ontario came to visit you and told you—I think it was Jim Foulds or Tony Grande who raised the question in the House—

Hon. Miss Stephenson: The acting leader.

Mr. Bradley: The acting leader.

Hon. Miss Stephenson: Instead of the member for Benches Would-be.

Mr. Bradley: He raised in the House the question of the outdated and unacceptable material that exists in some school books, and the fact that many of our school books are not updated.

The minister makes one valid point when she says you cannot look at school materials entirely as books, particularly in the 1980s. Nevertheless, textbooks are still very important in our school system and many of them are out of date.

I am wondering whether, on a one-shot basis or a short-term basis at least, you would be prepared to look at the possibility of providing additional specific grants over and above other grants for textbook purposes.

You are no fool; everyone in this province knows that. You come back very well with many answers. I know you can come back with the answer to some of our questioning about spending more money on textbooks, "Do you consider textbooks more important than teacher salaries?" I think the minister has come back with that shot once in a while.

That is why I am saying the grant should be over and above. I understand why you do not want to do it on a longer-term basis. I wonder if you would consider getting an updating of the books even on a short-term basis.

Another problem was the flak, for instance, in my own constituency. The family studies course in the Lincoln County Board of Education has received considerable flak from the University of Toronto—

Hon. Miss Stephenson: Life family studies. No, family studies, that is it.

Mr. Bradley: —which, I think, does not want

to accept it as one of the courses that will eventually get students into the University of Toronto. I would like you to address that.

Many of the home economics teachers, I call them—and that dates me a little bit—

Hon. Miss Stephenson: It certainly does.

Mr. Bradley: —wrote to me to tell me how good the program was, and so did Bruce Knicley, who is the head of guidance. A little later on I would like you to address what you see as the problems there.

Bill 82 is excellent as far as it goes, except that all the school boards, teachers and everybody else are worried about the fact that you are not going to fund this on a long-term basis, that this commitment will fall away the way continuing education grants did. They know what happens from one level of government to another.

As you say, the rumour mill is there. Nevertheless, there are two great fears on funding. One is that you are going to lower the funding once the programs get established and popular—

Hon. Miss Stephenson: Popular?

Mr. Bradley: Yes.

Hon. Miss Stephenson: They are on the basis of need, not popularity.

Mr. Bradley: No, but popular in that the public recognizes the importance of them, let me put it that way.

When the public sees them, when they become vested in the various boards of education, set up properly, firmly established, then you are going to pull the financial rug out from under them; that is one fear.

The second fear is that you are going take money from other areas of education and put it into those areas known as special education. Some of them say that is what you did with continuing education.

Hon. Miss Stephenson: How about noncredit continuing education.

Mr. Bradley: That is what they are saying. They say you took some of it from there and put it in to help finance Bill 82. That may or may not be valid. You said in the House you did not do that.

Hon. Miss Stephenson: That is right.

Mr. Bradley: That is another problem. I think Bill 82 is a good step, but the funding remains a real bugaboo with those people.

Hon. Miss Stephenson: I cannot do anything about this paranoia.

Mr. Bradley: On computers, very quickly: very few people seem to understand the contra-

dictory guidelines of the ministry in terms of computers. Let me simplify it, as probably only I can in these matters, to say the following: You are saying, on one hand "Go ahead and buy computers"—

Hon. Miss Stephenson: Cautiously.

Mr. Bradley: Right. "But on the other hand, watch out, because in a couple of years we are going to bring down some kind of regulations that say what you bought may be unacceptable in schools."

Hon. Miss Stephenson: No, we never said that.

Mr. Bradley: That is the feeling that exists. Okay? You will address that later on, no doubt, if you want to clarify your position on it.

Let us see what else we can touch on here, to try your patience.

Teachers serving on boards of education; do you remember that worry? Many people were worried that somehow the minister, or one of the ministers, was going to bring in a bill that would not allow teachers to serve on boards of education.

When it comes down to it, I am going to ask your view on that. I think the democratic process allows the people to choose whomever they wish to have as trustees. If they do not want teachers, they do not have to vote for teachers, but you may have certain legislation, within cabinet, that is lurking in the background.

Hon. Miss Stephenson: I am sorry, I do not.

Mr. Bradley: So you are not going to move on that one? Are you assuring us right now you will not move on that issue?

Hon. Miss Stephenson: No, I said I am sorry I do not have any legislation lurking.

Mr. Bradley: That is different.

On equality for women in education: you remember Sheila Cops and others—

Hon. Miss Stephenson: That was Bob Nixon.

Mr. Bradley: Yes, Bob Nixon, and Sheila Cops on a supplementary question, asking, "What are you doing to ensure women are going to achieve something near equality in the near future, and equality eventually, in education?" No doubt you want to address the progress you have made in teachers reaching administrative positions. We notice, whenever we go to a principals' meeting, all the women who are sitting around the table.

On the Metro bargaining bill: we dealt with it yesterday. You know we are opposed to it, but I do not wish to rehash that right now, because we

spent so much time on it yesterday. We will have an opportunity in the House to make our opposition to it very clear.

We feel—I know the minister will shake her head and the parliamentary assistant chastised me for saying this yesterday—it appears to be a movement towards regional negotiations across the province, and some day province-wide negotiations.

Hon. Miss Stephenson: Even the members of the Legislature are paranoid.

Mr. Bradley: I am told that happens sometimes.

Mr. Grande: With good reason.

Hon. Miss Stephenson: In a pig's ear.

Mr. Bradley: On guidance services at the elementary school level: they got wiped out. Some priorities had to be established, I suppose. I feel there is a need for guidance at that level. I remember, in the school I was in, we held on to our guidance teacher by hook or by crook for an extra year, but eventually she had to be phased out.

Grades 7 and 8 are important grades to have that kind of guidance available. Hopefully we could have that restored. I used to get mad at her sometimes, because just when I wanted a kid for English or history or something, she would whisk the kid away to the guidance office. That did annoy me, but I still think, in total, it was a useful exercise.

5:10 p.m.

On physical education: I hope you will make it a compulsory subject somewhere along the line, since we are all concerned about fitness. You have to think of it as the old physical training class. There are so many things now in physical education that I would actually enjoy, instead of all that tumbling and stuff I was never any good at. If they play tennis and golf and things like that now, I really think it would be useful to have that as a compulsory subject in school, to restore our province to fitness.

On joint occupancy of schools: we have an excellent example in Lincoln county of Pinegrove and Michael J. Brennan, and I think in terms of declining enrolment and of funding—

Hon. Miss Stephenson: We use it as an example daily.

Mr. Bradley: Yes, it is a great thing. I hope you have that spread across the province.

Hon. Miss Stephenson: Yes.

Mr. Bradley: From your surveys the initial concerns are gone. It is working extremely well.

I know the principals of both those schools and I know a lot of the parents and the kids in that area. When I lived in Sudbury we used to fight with the Catholics across the street all the time; now you see them actually working together. The Protestants and the Catholics used to fight when there was a Catholic school across the street, and I was the only Protestant kid on the street.

To see this kind of co-operation is great. It is nice to see John Sweeney—

Mr. Chairman: He is here to check on your performance, Mr. Bradley.

Mr. Bradley: I think so.

Mr. Sweeney: There is no need to.

Mr. Bradley: The last item I would deal with is declining enrolment and some of the innovative methods you are going to employ in the future to deal with it.

We know some of the ways we are dealing with teacher layoff problems, but there are still drastic ones; the four over five and so on, that year off, which is working quite well and getting teachers back ready for the battle again. It remains a problem.

I can think of my own city—all of us in our own ridings know this. Some day I am going to be faced with a situation where they are going to be writing to me and calling me because they are going to close a high school, or two, or three. I hope we can skate around that problem, not with a sense of featherbedding, but with some innovative uses of those schools to keep them part of the community of which they were such an important part in the past.

I have tended to wander from item to item, as members have noticed, and I appreciate your indulgence. I would look forward to the replies of the minister, and later on, on the item-by-item basis, to make representations.

On French language education: I should say my friend and fellow-member of this committee Don Boudria will be making certain representations to you.

Mr. Chairman: Thank you, Mr. Bradley. Not only was Mr. Robinson impressed at the onset of your remarks, but I think we have been impressed more and more as you went along. Mr. Sweeney, I guess, is here—

Mr. Bradley: He is here to mark me.

Mr. Chairman:—to hear your humble remarks. We have heard some humble remarks from Mr. Bradley, Mr. Sweeney, that he would have some difficulty in wearing your shoes as a former critic of Education. Not only do they seem to fit

him perfectly, but I think he seems to be quite comfortable.

I thank you for your comments, Mr. Bradley, your soft-core approach to some hard-core questions, and we will now ask a veteran of this committee—

Interjections.

Mr. Chairman:—Mr. Grande, the critic for the New Democratic Party, to try to match this performance.

Mr. Grande: I do not know whether I am here to match a performance or not. I am here to bring to the Ministry of Education and to its minister some of the concerns I and the New Democratic Party have in regard to education and the delivery of services to children in this province.

I want to begin by quoting the minister in her opening remarks and I want her to hear what she said, from someone else. I refer to the last two paragraphs of her speech, which state:

“There is little doubt in my mind that we are quickly approaching an educational”—I would assume it is “crossroad” as opposed to “cross-roads”—“in the schooling of children in the province of Ontario.

“The way we can prepare for the future that almost certainly will be replete with shocks and surprises is to open our minds and to think about it, always remembering the advice of the late Robert Jackson”—that famous quotation of the late Dr. Robert Jackson—“Never lose sight of the fact that the child as learner is not only the centre of the school system, but the only reason for its existence.”

I want to compliment the minister for choosing that quotation to end her speech, because I think that is basically what we are all here for, what the educational system and the Ministry of Education is all about, and what the three political parties in this Legislature are dealing with exactly when we deal with Education estimates or questions in the House about estimates: with the delivery of services to the kids of this province, whether the services that are being delivered are lacking; whether the services are not enough; whether some services no longer need to be delivered; and whether other new services need to be set up.

I want the minister to know that quotation from the report of the Commission on Declining School Enrolment has attracted me as well as herself.

I do not understand the “educational cross-road.” I suppose that in the remarks I will be

making I will touch on some of the things that may refer to the educational crossroad. I really feel that I can only refer to as "Mickey Mouse" the cutbacks that have occurred in education in the last five to six years, the 1975-1981 period, in comparison to what I feel is coming down.

I begin with some more quotations. I was always attracted by a little book called *The Learning Machine*, by Loren J. Lind, which was published in 1970-71 or whatever—the date is not important.

The last chapter of this book talks about the Davis imperative, and the then Minister of Education bringing in the bill which amalgamated a large number of the boards of education across this province and made them into larger units. The political reason given was that a larger unit would be able to deliver services to kids much better than a smaller one.

At that time I think the present Deputy Minister of Education, Harry Fisher, was quoted in this particular chapter. Harry Fisher talks about the "legal umbilical" between the local school boards and the ministry.

He talks about the fact that the school boards are there just to deliver services. The Minister of Education is there to talk about the philosophy. As a result of that philosophy the school boards are allowed to deliver the services.

Hon. Miss Stephenson: Will you quote it, so that we know precisely what was said?

Mr. Grande: Certainly. Let me quote it: "School boards," Fisher said, "while they affect postures of sovereignty, they can never be sovereign. What these posturings do accomplish, however, is a constant adjustment in the legal umbilical which acts as the constitutional bond between the ministry and the school board."

5:20 p.m.

Hon. Miss Stephenson: Yes. That is right.

Mr. Grande: "Some would call this adjustment the process of maturing decentralization."

Hon. Miss Stephenson: Having had a little more to do with it than you have, it is a very normal reaction.

Mr. Grande: I accept the philosophy.

Hon. Miss Stephenson: Where is Loren Lind now?

Mr. Grande: I do not know.

Hon. Miss Stephenson: Neither does anyone else.

Mr. Grande: I do not even know how many books sold. However, it was very likely debated

at that particular time at that meeting which I am sure Mr. Fisher will recall between Trustee Fraser and Rodger Allan. As a matter of fact, of Rodger Allan, whom you mentioned before, Trustee Fraser says, "We do the dirty work while they make the decisions." And from the back row Lincoln county board director Rodger Allan said, "It is called in this province centralized control and decentralized blame." Mr. Allan was always famous for that jargon.

The reason why I want to start from this point is because I strongly feel that the local control of the school boards in this province is in jeopardy. I guess we do not really have to look very far back than to bills that are at present before the Legislature.

Once again, as the Liberal critic has mentioned, I am not here to debate those two particular bills, but just to refer to them from time to time and to show that the legal umbilical is about to be cut, that the intentions of the ministries are to take more and more control away from the school boards and basically make decisions, leaving the school boards to just do the administrative work.

Of course, the role of the trustee becomes very important in all of this because the trustee would feel, and they are beginning to feel at this time, that there is really no role they could play as elected representatives of the people at the local level. Therefore it becomes redundant, becomes a rubber stamp.

It would be better to get rid of that role altogether and have the Ministry of Education totally responsible for the delivery of services to the province. If the ministry wants to go in that direction I guess it is its prerogative. They are the government. I just want to say to the ministry that I and this party will oppose it any time it rears its head.

Hon. Miss Stephenson: I would love to know what it is you smoke, Tony, honestly.

Mr. Grande: At least I can get to you.

Hon. Miss Stephenson: I am worried about your hallucinations, that is all.

Mr. Grande: The fact of the matter is that the minister is not here to agree with me and I am not here to agree with the minister—

Hon. Miss Stephenson: I was aware of that.

Mr. Grande: —and our roles are very clear, but the fact is that the local control is being eroded. As I get further into my remarks, I will give you a nice little quote from the Ontario

trustee association which points to that very same thing.

Hon. Miss Stephenson: Which one?

Mr. Grande: You know which one.

I want to talk about the select committee that the Liberal critic just referred to, and tell him and the minister that this party has been calling for a select committee on education now for the last three years.

We certainly feel there is a tremendous number of things going on in education, a tremendous collection of reports that have been made and, as a matter of fact, there is a tremendous number of decisions that the ministry is about to come down with. Obviously, they are having trouble making up their minds and deciding—just to make mention of one: the secondary education review project recommendations, the report of which came down from chairman Duncan Green in November.

The minister said at the press conference that by December, or early in the year, we would have their final response to whatever happens to the SERP commission report. Now it is June and she said in her remarks that "Some time in later months I will give my response."

I suggest that the response is going to be given some time in the months of July and August when very few people are around here. Very few people will be able to react to anything the minister says, and that is customary with this particular ministry. July and August are times for making statements.

Let me go on, Mr. Chairman. I will deal with these particular topics. That is not to say that I am avoiding the other topics, but I want to deal with those topics that have become urgent this year, ever since we dealt with the last estimates of the ministry.

There is no point in me going on with things that we dealt with two or three years ago. They are on the record. The ministry and the minister know how I feel about them, so therefore I do not feel an urgency in dealing with a lot of issues.

I will be dealing with financing of the educational system. I will be dealing, as did the Liberal critic, with continuing education; the SERP commission report; special education; the heritage language program; the school closings; private schools and the visa schools which the minister, in the last estimates—and it so happened she was right. I brought this up during the estimates of the Ministry of Colleges and Universities and I decided to bring them up at this time under the proper ministry, even though

I still very much feel that those schools have a lot of impact on the post-secondary school system in the province.

Hon. Miss Stephenson: If we had just passed Bill 19 we could have dealt with the whole thing once.

Mr. Grande: You are at it again. Bill 19 you will never forget.

I also want to deal with entrance exams that the University of Toronto has decided to conduct, as they deal with the secondary school system.

Let me begin by mentioning to the minister something that is not new; you already know it. That is the continuing shifting of the burden from provincial grants to the local taxpayers. It was mentioned before that from 60 per cent in 1975 we are down to close to 50 per cent in 1982, which means you have shifted approximately 10 per cent of the costs of education on to the local taxpayers.

You are still not satisfied. You are shifting that burden to the local taxpayers and at the same time you are saying to those local taxpayers: "You have no right to be involved in the educational process. We make the decisions on what happens in education. You just pay the money." I want the minister to know—

Hon. Miss Stephenson: It was a relatively clean four-letter word.

Mr. Grande: —what the committee on the cost of education said back in July 1978. I would like to make a couple of quotes here.

5:30 p.m.

One says: "While it is imperative that every possible financial economy be effected by school boards, there are certain inevitable conclusions to be drawn from the continuing reduction in the level of support to education from the province through the legislative grants. The long standing objective of equality of education opportunities for every child in Ontario will be impossible of attainment."

A little further down, and I quote again, it says: "Shifting of responsibility for financing a greater portion of the cost of education to the local property tax will bring a negative reaction towards education from that increasing number of citizens who do not have children in the educational system."

This is not new to you. This was back in 1978. However, there was a warning there that you, as a government, were shifting the burden to the local taxpayer, and there is a limit to the shifting of that burden. There is a limit to passing the

costs to the local taxpayers through the regressive property tax while, at the same time, the money you gather at the provincial level will be used for other purposes.

SERP did make a recommendation to you that you should return to the 60-40 split, and I certainly would hope that before you accept any other recommendations of SERP you will accept our recommendation of the 60-40 split.

The late Dr. Jackson, the one whom you quoted in your speech at the end, says that the 60-40 split ought to be the way to finance education. This party has said that yes, it ought to be around 60 to 65 per cent. As a matter of fact, over a period of time the province should be taking up more of the commitment to education through the provincial grant system.

Hon. Miss Stephenson: You have gone so far as to say "all."

Mr. Grande: Oh, yes, and we said we would do it in a progressive way over a period of years because we feel strongly that education is a provincial responsibility.

You also mentioned that education is a provincial responsibility when you deal with the federal government and try to prevent the federal government from intruding in your responsibilities. That is fine. I agree.

Hon. Miss Stephenson: I am just worried about the ambivalence that he is expressing right at the moment: that it is a provincial responsibility but that the local people should have a whole lot to do with it. I don't know which way Tony wants us to think, that's all.

Mr. Grande: This government has made the decision that it is going to be a sharing situation between the local level and the provincial level.

Hon. Miss Stephenson: That was a long time ago. I think it was 1846 or 1847, if I am not mistaken, that that decision was originally made.

Mr. Grande: That is fine. I am saying to you that the provincial government, through its means of raising revenues, ought to pay more for the cost of education because the raising of the money for educational purposes through the property tax system is not adequate in 1982. It might have been adequate 115 years ago but it is not adequate today.

Because people own a house does not mean that they are rich. Back 115 years ago that was probably more reflective of the kind of wealth the individual had.

Do you realize, as a government—as a matter of fact, you have been realizing it for the past 15 to 20 years—that there has to be some other way

of raising revenues? The committee on taxation has referred to other ways of raising revenues. Of course, you want to go to the market value, which is a totally unacceptable situation.

In financing education you have recently gone into another system of pooling industrial and commercial assessments. While you have been dealing with that for the past 10 or 15 years, in the last two to three years you have speeded up the process of putting the commercial and industrial pooling concept into effect.

I am going to be asking you a lot of questions about the assessment of commercial and industrial properties. Do not try to tell me that does not take away from the local autonomy of a board in its ability to tax. The way I heard it is that you are going to assume the collection of all the funding, of all the moneys, that come from commercial and industrial properties in Ontario.

Hon. Miss Stephenson: I may say you have heard the wrong thing.

Mr. Grande: All right. That is what we are here for, to find out—

Hon. Miss Stephenson: I want to allay that fear right now. Okay?

Mr. Grande: Fine. I am sure there are a lot of people who will be relieved by the allaying of that fear. However, until we know for certain your direction in that area, the fears will remain.

Grants to the educational system: now that you are down to 50 per cent support it might interest you, as a historical footnote if nothing else—I was certainly taken aback when I found out—that one of the election promises of the Conservative government in this province in 1943 was that the province was going to be responsible for 50 per cent of the cost of education in the province. By God, in 1982, you have achieved it. In 1982 you have achieved what you committed yourself to in 1943. It took a long time.

On the industrial-commercial assessment of the taxes; until you show me the exact details of that program—not that I would understand all the details but you certainly mentioned it in what Mr. Sweeney referred to last year as your "bible" of issues and directions and you are certainly working diligently to devise a new way of financing education in the province—then I will continue to say that method of collecting money and financing education is taking away the responsibilities the local boards of education in the local communities had or have at present.

On October 24, 1981, when the teachers and trustees from the Association of Large School Boards of Ontario were in Niagara-on-the-Lake, they found out about the industrial-commercial assessment and the pooling of that idea. The very first thing they said was that it would erode the local autonomy principle. They talked about the fact that maybe the Ministry of Education requires the money to finance private schools.

5:40 p.m.

I will mention more in my remarks later on when we come to the other issue I want to deal with. I am not in great agreement with John Tolton, who is the chairman of the Metro board. The only time I happened to agree with him was back in 1978, when he said the Metro school board ought to be dissolved.

It was stated in the paper that he said tax changes would provide a new source of revenue for the province and it would be difficult to determine whether the money went entirely to finance education. Later on it said, "John Tolton, chairman of the Metro Toronto school board, said the Ontario government has not looked at the effects of its proposals on pupils."

I remind the Minister of Education of that initial quote she put at the end of her speech. That is John Tolton; certainly not a friend of mine.

Hon. Miss Stephenson: It is all based on conjecture because they had no idea what anybody was thinking.

Mr. Grande: Obviously you are not very communicative with the people who are responsible for the educational system and for running the educational system. Chairmen of boards and trustees—

Hon. Miss Stephenson: I would remind you of Issues and Directions, which was published for everybody to see two years ago. We suggested we were going to be looking at new methods of financing education and considering the mechanisms of bringing together institutional, commercial and industrial taxation in order to equalize the funding of education across the province.

That was all the Association of Large School Boards of Ontario knew. They developed their own scenario, broadcast it at Niagara, and came up with all sorts of apprehensions.

Mr. Grande: You understand why the rumour spread. I hope you have an appreciation that when you do not give the people who are running the educational system in this province the information on which they could—

Hon. Miss Stephenson: They now are receiving the information because we have developed the information. We had not developed it at that point.

Mr. Grande: You want to argue with me and that is great. That is what I consider debate. I thoroughly enjoy this kind of exchange.

Hon. Miss Stephenson: The point I am—

Mr. Chairman: We would prefer it, Mr. Grande, if we could avoid any continuous confrontation so perhaps you would continue with your statement.

Hon. Miss Stephenson: I promise to be quiet.

Mr. Grande: If the minister wants to provoke me, that is fine with me.

Mr. Chairman: A little co-operation would be appreciated from both sides.

Mr. Bradley: Following in Sam's footsteps.

Mr. Grande: I am just letting the minister know I enjoy that. I am not shying away from it. If the directors of education, trustees and other people directly concerned with the delivery of educational services had information which stated the intentions of the minister or ministry, then they would be able to sit down and look at the information. Based on that information, they could come to some conclusions.

I am sure not all would agree with the minister, even though the minister finds it difficult to believe the world does not agree with her.

Hon. Miss Stephenson: No, I do not.

Mr. Grande: All right.

Hon. Miss Stephenson: You may, but I do not.

Mr. Grande: I did say I was going to quote what the Ontario Public Schools Trustees' Association said about local autonomy. This is a communication the Liberal critic and myself both had on March 16, 1982. They were concerned with Bill 164, which is now Bill 47. At that time they said:

"Dear Dr. Stephenson:

"An Act to amend the Education Act is giving the Ontario Public Schools Trustees' Association some serious concerns. Although many items within the bill are welcomed as being of a housekeeping nature, there are other very significant changes which involve new policy concepts. These appear to be directed towards decreasing the autonomy of boards of education in Ontario.

"We believe that a trend towards increased centralization is contrary to the principle of

local control of education and will in the long run be detrimental to the operation of the school system of this province."

That is a letter to you. It was not addressed to me. A copy was sent to me. These are the people who say that you are eroding local control of education. You are eroding the ability of the elected representatives of the people, trustees in this particular situation, from doing what they were elected to do, to decide on the delivery of educational services.

Obviously, the Minister of Education has either had no influence whatsoever on the budget that came down a little while back, or else the Minister of Education—I am conjecturing right now—

Hon. Miss Stephenson: Don't fall into that trap.

Mr. Grande: —so therefore I put it in those terms.

Mr. Robinson: Don't guess unless you know for sure.

Hon. Miss Stephenson: That's right.

Mr. Grande: Well, for me to know for sure I guess I would have to be in cabinet, and one of these days I will be in cabinet. I look forward to it.

Hon. Miss Stephenson: God forbid.

Mr. Robinson: Perhaps a little conjecture would not be entirely out of order then, if that is the alternative.

Mr. Grande: In terms of the retail sales taxes that the school boards are going to have to pay now, for the first time, I am sure the minister has heard the argument because many questions were asked in the Legislature—certainly by my colleague David Cooke, who is the critic of the Treasurer—in terms of how school boards are being affected.

At the time that school boards had set up the budget, the mill rate had been decided, then, here it comes, the seven per cent sales tax on all these items. Many boards we have contacted talk about the money they would have to pay: Brant county board, \$68,300 total; Kenora, \$76,800; Kirkland Lake, \$30,600. That includes building material, classroom supplies and equipment, and the OHIP increases. Ottawa's figure is \$280,000; Peterborough, \$140,000; Sudbury, \$401,000; Toronto, \$771,000.

The people from Metropolitan Toronto gave us this information. East York has a total of \$170,200; Etobicoke, \$965,400; North York,

\$800,000; Scarborough, \$1,071,000; Toronto, \$895,000; York, \$261,000, for a total of \$4,163,300.

The Metropolitan Separate School Board adds another \$12,400. I do not understand the low number there. However, the total in Metropolitan Toronto alone will come to \$4,175,700.

Now, the Minister of Education obviously has to appreciate the fact that at the same time she and her government are reducing the grants to school boards across this province, they are taking in money from those boards through the sales tax. Obviously, those boards are going to have less money with which to deliver services to kids. It is not very difficult to understand.

5:50 p.m.

Why on earth did the Treasurer, either with or without consultation with the minister—he certainly did not consult with school boards; we are talking about education right now—not consult with the school boards about the levying of this particular sales tax?

You have to appreciate the fact that once a budget is struck, those particular boards cannot do anything about it. They cannot raise money any more. Even if they could raise the money, it means raising the money through increases in the property tax.

At this time the boards cannot raise the money, which means they are going to have a deficit at the end of year. If they are not going to have a deficit because they are saying, "Definitely we will not work on a deficit basis," then what they have to do is cut programs.

I hope the minister and the ministry appreciate that. I am not trying to confront her with this information. She obviously has this information. The school boards are relating to her exactly what they are relating to me, in no different way.

However, I would like to find out whether she is going to do anything about this, whether she is going to say to those school boards, "Fine, work on deficits and have deficits at the end of the year."

Once that bill comes into effect, it means that in Metropolitan Toronto, with whatever discretionary tax they can raise, they have to pay their debt before they can use the money raised from the discretionary tax levy the boards have. In Metropolitan Toronto they have to raise \$4,175,000 before they can begin to use next year's discretionary levy in order to provide services to kids.

It is something that should not have happened in that budget. I would certainly urge, through you to the Treasurer, that you pull that item

back. It is going to be, as I said, destructive to kids' services, destructive to educational programs.

If there is any other explanation for what I am saying, or it does not make sense to you or anybody else in the ministry, just show me where I am wrong.

When I confront you, Madam Minister—I try this and I have done this all the time—I know what I am talking about. I never confront—

Hon. Miss Stephenson: It is just that you have a little difficulty reading from time to time, Tony. That is all.

Mr. Grande: English is not my first language.

Interjection: Your remedial courses will be lost.

Mr. Grande: Remedial courses, yes. They will be cut off. It is in terms of the retail sales tax that school boards have to pay—

Interjection.

Hon. Miss Stephenson: That is an appropriate comment.

Mr. R. F. Johnston: I thought so. I thought it was the education system. No, it is a report on the mental health care system in Ontario, entitled, "Madness."

Mr. Chairman: With all due respect to Mr. Grande's concerns—

Mr. Grande: He was not interfering with what I was saying at that time.

Hon. Miss Stephenson: He was just making a succinct comment upon your presentation, that is all.

Mr. Grande: Oh, I thank both of you. In terms of the taxes that will be raised by the government on building materials, classroom supplies and equipment, I would hope the minister, who, as the Liberal critic said, can be forceful at times, will be a little bit more forceful than she has been in the preparation of the budget with the Treasurer. She should either get rid of this item from the budget or else make sure the Ministry of Education passes through the monies the boards have to pay so educational services will not suffer, either this year or next year.

I dealt with the pooling of commercial and industrial assessment and I guess what I have are remarks made by James Martin a little while back. I suppose we are beginning to get a picture of what pooling of commercial and industrial assessment really is. I am looking forward to the minister's answers on the effects of—

Mr. Chairman: Mr. Grande, can we perhaps leave that topic for tomorrow's deliberations when we meet at two o'clock? It is six o'clock. Yes, we are trapped by the chains of time, Mr. Grande.

Mr. Grande: In that case I will adjourn the debate.

Mr. Chairman: Thank you, Madam Minister and members of the committee. The meeting is adjourned. We will reconvene tomorrow.

The committee adjourned at 6 p.m.

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Ontario

LEGISLATIVE ASSEMBLY

No. S-8

Legislature of Ontario Debates

Official Report (Hansard)

Standing Committee on Social Development

Estimates, Ministry of Education



Second Session, Thirty-Second Parliament

Wednesday, June 9, 1982

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Wednesday, June 9, 1982

The committee met at 2:14 p.m. in committee room 1.

ESTIMATES, MINISTRY OF EDUCATION
(continued)

Mr. Chairman: Order. I see a quorum. If some of you do not see a quorum, the problem is yours not mine.

Mr. Grande: we were quite fascinated by the first part of your comments on the minister's statement. I do not recall exactly where you were leading, but you were getting into a specific topic when we adjourned. Perhaps you could proceed with that part of your rebuttal or comments on the statement.

Mr. Grande: The minister will have her opportunity to rebut, I am sure.

Hon. Miss Stephenson: No, simply to respond, Mr. Grande, only to respond.

Mr. Grande: I talked about financing and about the fact the Ministry of Education, as of last year, has determined that local autonomy is not to be held any more. At least those are the signals that I, as education critic, am getting from the people involved in the educational system, from trustees down to teachers, parents and anyone you care to name.

As a matter of fact, it is instructive for me. For the first time I am beginning to hear from groups and people I ordinarily do not hear from. I am hearing from school boards and trustees' associations and from people whom in the past I had to approach and even then they would not give me any information. This year they are sending information up to our office. I guess that speaks to the concerns that the people in the field have in the education system.

I want to leave the topic of finances for the time being and go to the next topic of continuing education. I want to say to the minister that the cutting back of moneys to fund noncredit courses is a piece of what I would call shabby work. The Liberal critic was talking about other examples and I was more than willing to point out another example, if not more than one, to the minister. It is reminiscent of when the minister moved in to eliminate grants.

In September of last year the ministry decided

to cut the funding for the more than 8,000 children in Ontario who attend full-day kindergartens. It also cut funding for the bilingual programs that were mostly run by the separate school board in the Ottawa area. I suppose the minister wants to forget about these things. A tremendous—at least from what I saw—number of parents in the Ottawa area were upset, to say the least. I think the minister remembers what I am talking about.

The cutback in the funding for noncredit courses is not the first time the Ministry of Education has decided to cut back grants to the educational system. I want to begin in that area by saying to the minister and to the other members of the committee that the consultation process prior to the decision to cut funding leaves a tremendous amount to be desired. It is almost like a kangaroo consultation setup.

A year and a half ago the ministry produced a paper called Continuing Education—The Third System, and it went through the steps of getting people to respond to that report. Then the ministry collated the responses and issued another report on the responses those people had. In other words, those people came before or sent a brief to the ministry in the hope they would be able to affect the process, but in effect, the ministry did nothing. As I found out later to my astonishment, the Ministry of Education had decided to cut these funds for noncredit courses a year before, even before Continuing Education—The Third System report was put out.

I do not know whether I should say I get things in brown paper envelopes, but I sometimes do. One of the letters sent to me says—this is a response the minister made to this particular group: "The issue has been the subject of intensive study by the ministry since 1975 when the ministry informed school boards and interested groups that we would address the funding of continuing education in general and general interest activities in particular.

"You may be aware the funding of general interest courses at the college of applied arts and technology was substantially reduced to a partial basis, 10 per cent in 1981. As of September 1982, funding for these college courses will be reduced to zero."

2:20 p.m.

The relevant part is where it says: "It had been my intention to adjust the funding of such courses provided by school boards in a similar manner in 1981. However, it was decided to postpone these funding changes to 1982 in light of the release of the discussion paper, *Continuing Education—The Third System*."

In terms of the process by which the ministry followed through in getting responses to that report, the last sentence I read does not say it was a kangaroo court process, but I do not know what else to say about it. The decision was made in 1981, and that is why I refer to it as a shabby piece of work. Basically, you led a great number of people down the garden path in terms of funding for noncredit courses. I understand that the report *Continuing Education—The Third System* does not solely address the aspect of funding for noncredit courses. It is a wider report. However, that particular area is also addressed in the report.

I am suggesting to you that in the area of your actions so far the decision, according to your own words in this letter, was made in 1981. You came down to the Legislature on April 5 or 6—I do not remember the date, but around that time—and said, "We have decided to cut the funding for noncredit courses."

Who are you trying to kid? Who are you trying to fool? You obviously made a decision last year and then you passed it on as if you made it this year.

Hon. Miss Stephenson: Seven years of discussion?

Mr. Grande: Again, I want to quote one of those bodies that is certainly not friendly to me or to this party, the Ontario Public School Trustees Association. I want to quote from what they wrote to you on April 5.

Hon. Miss Stephenson: What the executive director wrote to me?

Mr. Grande: Whatever. It is on the letterhead of the Ontario Public School Trustees Association and I take that to be the position of that particular body. In essence, it says:

"A motion was passed to express the opposition of the Ontario Public School Trustees Association to the proposed change in funding. In talks over the past several years the ministry has encouraged and provided financial incentives for boards to develop noncredit, continuing education programs and to open their schools to the community.

"Boards have responded to the ministry chal-

lenge, to the high public demand for these programs which has developed. We feel betrayed by the minister, that the minister would consider a policy that would force boards to fund these programs entirely from local taxes and users' fees."

I am sure you have a copy of this letter. It was addressed to you, dated April 5, 1982. If you have misfiled it—

Hon. Miss Stephenson: No, it is not misfiled.

Mr. Grande: —I would be more than willing to provide you with a copy. Mr. R. S. Courtmill, secretary-treasurer of the Hamilton Board of Education, wrote to my colleague Bob Mackenzie, saying, "Please see if you can do anything to urge the minister not to eliminate these courses."

The letter says: "The elimination of grants will mean one of three things. Either the board discontinues noncredit courses in evening and summer school, charges a fee which in many cases would eliminate participation in the course, or charges the cost of such programs to the local taxpayers."

Another letter came from the principal of continuing education for the Niagara South Board of Education. Still another is from Townsend, from a director of education, which in essence say the same thing: "Please see if you can do anything to persuade the Ministry of Education not to cut the funding for these programs. They are obviously useful programs and we have encouragement from the ministry to get involved in this particular area."

The Toronto Board of Education contacted you about this. John Phillips, director of education and secretary-treasurer for the York Board of Education—the board of education which I particularly represent—wrote to me, talking about rumours, which were more than rumours obviously, as we know. The decision was made a year before that these courses would be cut.

It is interesting that the board of education for York has developed a tremendous relationship with bodies such as Humber College, the borough of York parks and recreation department and the Costi Italian Community Education Centre. You should note the way Mr. Phillips talked about them. He said, "These programs will be destroyed by the taking away of funding."

I think that Mr. Phillips put his finger on the real reason why the cutback occurred. He said—and I am quoting from his letter—"In this way it is able to offer educational opportunities to more than 50 per cent of the taxpayers who

no longer have children in the regular school programs. It is anxious to continue to serve in this way." That is the board of education for the Borough of York.

The minister recognizes that in the city of Toronto, and I would wager in many other school boards across this province, probably the majority of taxpayers within the school jurisdiction do not have children in the system. What happens? As I suggested to you when I read the comment from the cost of education committee, by your pulling out the rug in the way you did with continuing education, you began in no uncertain terms to develop negative attitudes within those people who do not have children in the system towards supporting public education in this province.

Basically, you can try to persuade me and you can try to say all you want, but my understanding of what you are doing is trying to persuade the public of this province to lessen its support for the public educational system. Then you and your government can begin to cut it down to size, at least to the size you think it ought to be.

Hon. Miss Stephenson: You have the most devious and convoluted logic patterns I ever listened to.

Mr. Gillies: He comes by it honestly though.

Mr. Grande: I am just going through the material I received, Madam Minister.

Finally, I will add a conclusion of my own to that material in terms of the direction in which I see the Ministry of Education going in Ontario. If you consider that to be devious, I am simply trying to make sense out of this whole ministry, in my own fashion obviously.

Perhaps before I leave this I should make a little comment on the introduction of the draft policy statement which the minister talked about in her presentation. I received it on May 13, I do not know from whom, but it is the Ministry of Education and Ministry of Colleges and Universities draft policy statement on continuing education.

2:30 p.m.

It says that the Ministries of Education and Colleges and Universities are committed to encouraging, whenever feasible, the provision of a broad range of noncredit learning opportunities through the facilities and resources of the schools, colleges and universities.

That is the draft policy I received on May 13—the minister had a date in her comment—so I would assume it was after the decision was made on April 5 to deny funding for noncredit

courses. At the same time, I guess there is the escape route "whenever feasible." The ministry may say, "Well, it is not feasible at this particular time."

The philosophy which generated the noncredit courses in the boards of education and that the Ministry of Education encouraged was that learning is a lifelong process. I am reading from your introduction which says, "Learning is a lifelong process to be fostered in an educative society."

Do you realize who the people are who will not be able to take noncredit courses in the evenings? I am sure you have heard. Senior citizens will not be able to do it and working people will not be able to take these credit courses.

Hon. Miss Stephenson: Yes, they will, easily.

Mr. Grande: They will be able to take these courses if they are able to cough up \$90 as opposed to the \$15.

Hon. Miss Stephenson: No. You said working people will not be able to take credit courses. I am saying they would be even more easily able to take credit courses.

Mr. Grande: Credit courses? I am not talking about them. We are talking about noncredit courses.

Hon. Miss Stephenson: You just said credit courses.

Mr. Grande: Obviously the tone of my remarks is towards noncredit courses. Thank goodness you did not touch the credit courses. You may go at it next year, a step at a time, but at least you did not touch credit courses.

Hon. Miss Stephenson: It is my strong feeling that people who impute motives to others are those who have those motives within themselves.

Mr. Grande: That was 200 years ago, was it not?

Hon. Miss Stephenson: I do not think it has changed very much.

Mr. Grande: I am just trying to share my thinking with you on these matters. If you do not happen to like it, I cannot do very much about it. You do not have to like it. I am just pointing out you cannot in your introductory draft policy talk about learning as a lifelong process to be fostered in an educative society and then make a decision a year in advance to cut noncredit courses. You cannot try to persuade anyone that the process you are going through in the

ministry with continuing education is a consultation process worthy of its name.

Let me go very briefly to the secondary education review project. The minister said a statement would be made some time soon. I have heard it will be some time in July or August. However, it may not be so. Before the recommendations come down or what the ministry accepts from the secondary education review project, I would assume the grade 13 question is probably going to be high on the agenda. I would bet that probably three quarters of the press comments on the secondary education review project dealt with grade 13.

Hon. Miss Stephenson: Probably 90 per cent.

Mr. Grande: More than that. I was trying to be generous in that someone would be dealing with more important matters in that report, but I guess not.

I have stated in the past and I am going to repeat it that until the Minister of Education and Minister of Colleges and Universities gives us and the people of this province a commitment that universities will move to a four-year bachelor of arts degree—I know the minister is going to say the universities are autonomous and they decide what they are going to do. None the less, I suggest that doing something with grade 13, eliminating, compressing it or whatever, will prevent one year of public schooling for all students in Ontario who get to grade 13, which does not seem to be that many.

The next issue is the funding of the system. I have said it before and I will repeat it: I hope the minister will, as a first step, accept the recommendations of the secondary education review project which states provincial funding should immediately go to 60 per cent.

Take a serious look at the elementary curriculum in grades 7 and 8. My feeling and the feeling of the profession is that you will be making a serious mistake in compressing grades 7 and 8. They are crucial years; those two years are crucial years in the development of a student. You cannot just simply compress that and make it one. Some people are talking about the six-six and some people are talking about seven to 12 and from junior kindergarten to grade 6.

One other thing you have to look at is the relationship between the modified level at the secondary school and the relationship with Bill 82. I do not know whether you have done any work on that, but I certainly have not seen anything coming out of the ministry in that particular area.

We are going to have ample opportunity to get into further debate regarding SERP, but I just wanted to cite those three or four particular areas I am concerned about. That is not to say many of the recommendations in the SERP report are not laudable recommendations and should be implemented. I am just pointing out some areas where I think serious work and study has to be done. I am not mentioning the curriculum changes and curriculum guidelines and all the administrative kind of work. I know the Ministry of Education will deal with that, depending upon the decisions it makes.

Let me go on to special education. It seems to me at this particular time that we are beginning to see some stalling in special education. At first everybody was excited. Finally, after 15 years of pressure in this province, we were able to get a law on the books. As I said on previous occasions, I agree with you in terms of the impetus and the ability for scheduling. There is no disagreement there. Children ought to have educational services delivered and children must have the best possible education they can get, whatever their handicaps, whatever their shortcomings, whatever their abilities and strengths. That is what the principle of public education is all about.

2:40 p.m.

Funding is a problem. The \$75 million you committed yourself to for the phase-in of the program is a problem. It is not enough. We tried to tell you on many occasions that it will not even scratch the surface.

I was trying to get some information from you through the Order Paper in terms of gaining some understanding of the activity plans and the cost plans of the 21 pilot boards. I am going by memory again, but as I read it, basically, you said they were not firm plans, they can change, "And, anyway, Tony, if you want them, ask the boards to give them to you."

Why is it that since the ministry has that information a member of the Legislature cannot have access to it? What harm would I be doing? The boards have decided; they have made up their minds. You have the final plans of those 21 pilot boards. By May of this year other boards had to report to you about their plans for special education.

Some the rumours were going around. They said, "Look, we gave the minister and ministry our plans. These are our costs." The ministry says, "Sorry, we will not be able to give you that kind of money to run the program."

I want to get in touch with those school

boards. I want to find out about their plans, but it would seem to me that a beginning point would be with this ministry and with the information the ministry has. Then, when I do go to speak to the boards and to the people responsible, I would have an idea about the kind of preparatory work I would have had to do concerning their situations. However, as was the case, the minister decided to answer by saying, "No, I will not be able to give you that information."

I have been in touch with some people who happen to be consultants on the identification and placement review committees. You know what they are finding, and I guess they are communicating it to you. In one particular family of schools, which includes secondary schools and some feeder elementary schools—I will not even mention the board—they have found that there are about 40 kids who can be classified as exceptional children and who need special education, but they only have places for 10 or 12 of those kids. In essence, what they have to do—we have to go back to before Bill 82—is devise a waiting list to look after the needs of those kids.

If those boards are pilot boards, my understanding is they should put the programs in place between now and 1985. If they are not pilot boards, they should have the delivery of services to those kids in effect by 1985. These boards are saying, "We need the money to do that."

This particular family of schools and this particular consultant said, "We have 10 to 12 places, we have 40 kids and we have to create a waiting list." If Bill 82 is going to create waiting lists, what is the point of having Bill 82? We had waiting lists before. Related to this is the training of teachers. Again, there is a relationship between Bill 82 and the new graduate programs in special education at the university level.

Obviously those particular new graduate programs in special education cannot get funds because there has been a funding freeze. You have frozen it, and there is no way these universities can get funds and no way these universities can train the teachers.

It is my understanding, and this is very current information, that there is a funding freeze.

Hon. Miss Stephenson: In undergraduate programs, yes.

Mr. Grande: No, new graduate programs.

Mr. Chairman: I am sure, Mr. Grande, that you can wait until the estimates of the Ministry of Colleges and Universities are dealt with.

Mr. Grande: I knew that you would do that. Education on all levels in this province is related. While I am not going to talk about university concerns now, I just want to make the point that you cannot have—

Hon. Miss Stephenson: The passage of Bill 19 would have obviated all of that.

Mr. Grande: —Bill 82 as a priority in this province and not have effective training for the teachers.

I was intrigued—I will leave that area and you can respond if you wish—to find one section in Bill 46 that deals with the private sector. It is in subsection 4(4): It says: "The said subsection 10(1) is further amended by adding thereto the following paragraph:

"33. Notwithstanding paragraph 26 of subsection 150(1), prohibiting or regulating and controlling any program or activity of a board that is or may be in competition with any business or occupation in the private sector and providing that such regulations have general application or application to a particular board."

Basically, I was trying to think why that was needed. It has never been in the Education Act before, so why is this new power needed all of a sudden? It may be paranoia. I am paid to think sometimes around this place, and I guess my paranoia led me to question that because I obviously consider Bill 82 a major education bill in the province of Ontario.

Would it be possible that some plans a board may have to open up classes for a certain number of children with a particular handicap would be in conflict with the private sector?

Hon. Miss Stephenson: That is written into Bill 82, as a matter of fact; the boards can collaborate, or a board may purchase from another board program.

Mr. Grande: From another board. When you talk about boards, you are talking about the public sector, about public boards of education. I am talking about the private school sector.

Hon. Miss Stephenson: No, you are not. You are referring there—is that not Bill 46?

Mr. Grande: That is right.

Mr. Chairman: Could you read us the specific section again?

Mr. Grande: I thought I did.

Mr. Chairman: There seems to be a misun-

derstanding as to the term "private"—private schools or private sector.

Mr. Grande: Section 4 of the bill, not the Education Act.

Mr. Chairman: Section 4 of Bill 46?

Mr. Grande: Subsection 4(4). I will read it to clarify things:

"Notwithstanding paragraph 26 of subsection 150(1), prohibiting or regulating and controlling any program or activity of a board that is or may be in competition with any business or occupation in the private sector and providing that such regulations have general application or application to a particular board."

Hon. Miss Stephenson: Shall I respond to that one right now?

Mr. Chairman: Would you like the minister to respond now or would you like to wait until later?

2:50 p.m.

Hon. Miss Stephenson: No, because it is clear we are not talking about the provision of educational program in that activity. We are saying boards are not in the business of running businesses in competition with the private sector, that is, a board is not a real estate agency. It is not a landlord for the purpose of competing with the private sector for the provision of a program that makes shoes or makes anything else. If a board has an educational program that produces a product, then that product may be distributed in various ways, but it is not to be distributed in a way which could directly compete with the individual who is running a small store and is selling a similar product.

Mr. Bradley: It is not like the Ministry of Correctional Services where they can do that.

Hon. Miss Stephenson: Yes. You must admit they have a different kind of mandate.

Mr. Grande: It is a fair interpretation, if that is the interpretation you give it. Legally, that is a sound interpretation. The word program, I guess, should be taken out.

Hon. Miss Stephenson: I can only say legal counsel writes legislation and it is vetted by the legislative counsel. They know what it is we mean, and I cannot do anything about the language.

Mr. Chairman: When we deal with the specific item on special education, you might like to have some legal counsel come here and interpret some of these sections, but basically the interpretation has been given by the minis-

ter. That is her understanding of that particular section of the bill, and I think we could proceed.

Hon. Miss Stephenson: I can tell you what the intent is. The intent of Bill 82 is that there will be co-operation amongst boards. Some boards that have the capability may develop programs which they can sell for the purposes of education of children who are ordinarily resident within another board's jurisdiction.

Mr. Grande: On reading that section, the first thing that came to my mind, and I am just relating it to you, was if a school board sets up a special education program and there is a private school down the street that has a special education program, then through regulation you can say to that school that this competes with the private sector.

Hon. Miss Stephenson: No, that is not the intent at all.

Mr. Grande: If a school board decides it wants to make use of its empty space by setting up a day care project, you would say no because that competes with the private sector.

Hon. Miss Stephenson: No. We have encouraged boards to rent that space to public groups who would provide a program of that kind.

Mr. Grande: All right. Then we have a different interpretation on that particular section. It has to be cleared up.

Mr. Chairman: I guess the one that counts is the one the minister understands is the interpretation.

Hon. Miss Stephenson: No. The final arbiter in such instances, I believe, is the court, which is charged with the responsibility of interpretation. We can only write the legislation in the way in which legal counsel and legislative counsel believe is appropriate to our intent. If there is ambiguity, we do our best to remove that. That does not always happen and sometimes it does end up in court for interpretation.

Mr. Chairman: The intent has been obvious, unless you want to wait until the minister has a response to your comments either today or tomorrow.

Mr. Grande: Mr. Chairman, with respect, the minister has given us her interpretation of what that section says.

Hon. Miss Stephenson: No. I told you what the intent of the section is.

Mr. Grande: All right, and I produced another interpretation which could be valid. The minister is saying a judge would have to make a

decision unless that particular section is refined to make the minister's intent clear.

Let me go on to another topic. I really will not spend a lot of time on the heritage language program even though the issue became very controversial. Even before that particular board of education came to the minister with its proposal, the minister decided to say, "There is no point in coming. Even if you come, I will look at it but—"

Hon. Miss Stephenson: Are you suggesting that if they ask questions I should not answer them?

Mr. Grande: There you go again. As I said, I do not want to spend a lot of time on it because you and I and members of this committee spent a lot of time on the heritage language program. I feel very strongly about it. I think you know my position. I certainly do know your position and certainly we know the Liberal position. The political lines are drawn.

Hon. Miss Stephenson: Do you know what the Liberal position is? I do not.

Mr. Grande: Sometimes we know the Liberal position.

Mr. Boudria: What are you accusing us of?

Hon. Miss Stephenson: I am not accusing you of anything. I was just asking Mr. Grande if he knew what the Liberal position was.

Mr. Chairman: We will find out in due course. Mr. Grande, would you proceed?

Mr. Grande: I just wanted to say to you, and I have said it to you in the House, that you have no evidence whatsoever that the use of heritage language programs in the school during the school day is going to create the balkanization and the ghettoization you refer to.

I am not aware of any evidence. If you do have some studies or material, let me have it. I am keenly interested in it. I assume you do not because if there was such evidence in the past 10 to 15 years I would have found it. When you make statements that there is a very great danger of balkanizing the school system on the basis of language, it is just malarkey, just baloney.

I do not deny it may be a personal opinion of yours. That is fine. You are able to express personal opinions, but as Minister of Education, sometimes you have to think of the consequences your words have out there in the community, especially at a time when the community is this badly polarized.

Hon. Miss Stephenson: I did not do the polarization.

Mr. Grande: My feeling is that you have a responsibility and ought to have the sensitivity not to encourage that polarization along the language lines. Whatever the Toronto Board of Education does is its business.

Hon. Miss Stephenson: Oh, not entirely.

Mr. Grande: In terms of the decisions of the board of education, the words they use or whatever—I am referring to your words. I am trying to get you to understand that the words you use have wider implication than what the Toronto Board of Education might want to do for the educational system. Is it not fair to say that what the Minister of Education of this province says does not have the same implication as whatever the trustees or whatever people in the Toronto system or any other board of education might say or do? That is what I would like you to begin to appreciate.

Let me repeat, if you have any evidence of the balkanization of the school system on the basis of language, if you have any evidence from the United States, from European countries, from Alberta, from Saskatchewan or any other province that this has taken place, then please show me because I do not have that information.

We were talking a few minutes ago about the Liberal position. That is really interesting. I am almost feeling generous not to say anything because I am sure you have no part in what the other people in your caucus do. However, I was certainly offended, as a member of a cultural group in this province, when I read a newsletter describing the general meeting of the Alliance for the Preservation of English in Canada.

3 p.m.

They write, "Mr. Ruprecht is strongly opposed to the inclusion of heritage languages in the regular school hours for school credits." Then when he does show up at the meeting, he just does not say that. To top it all off, your leader, Mr. Peterson, was on a multilingual TV station saying how he supports the heritage language program. I just want say to you try to put it together and to speak with one voice as a party, but I guess this is the way you do business, and that is your business.

I just want to point out to Mr. Ruprecht—and I am sorry he is not here because he would have a chance to say something—that this particular Alliance for the Preservation of English in Canada came to the justice committee of this Legislature in 1978 and brought in a brief

opposing French-language services in Ontario. This is the group that, in taking a look at its brief—

Hon. Miss Stephenson: By taking a look at their brief, you will find out how critical they are of the Ministry of Education and the Premier (Mr. Davis).

Mr. Grande: Taking a look at that brief, it says, "To give the French language any official status, and we include French-language services as a form of official status, is to do a disservice to the people in the province whose native tongue is French." It is really incredible stuff to say that to give the French language any official status would be a divisive act.

Their last paragraph says, "The politicians of today are so far removed from the grass roots that they cannot see that their actions are sowing the seeds of civil war in the province and in this country."

For Mr. Ruprecht to give credibility to that particular group—not that this particular group should not have its opinions heard—I do not think he is naive. He has been in politics for quite some time now. He should not allow himself to be used in such a way, especially when this particular group has taken a position on French language and services and French as an official language in Ontario which is totally in opposition to what I understand to be the Liberal position in this province.

Mr. Bradley: On a brief point of privilege, if I may, Mr. Chairman: While I would not personally choose to address that particular group or associate myself with its opinions in any way, it is the prerogative of individual members in this Legislature to address whomever they wish.

I think it would be unfortunate if anyone were to draw the conclusion that because an individual addressed that group he or she necessarily agreed with the views of that group, although I understand what Mr. Grande is saying in terms of a group with extreme views and the action of legitimizing them by appearing before them.

I would also caution against accepting the viewpoint expressed in any of their publications as necessarily being the truth and leaving it at that. Perhaps if Mr. Ruprecht has the opportunity later on during these estimates, he can comment.

Mr. Chairman: I tend to agree that we should leave this aspect of any differences of views that one member of the Liberal caucus may have had with the views of some of the other members, including the leader. Perhaps if Mr. Ruprecht is

here, and I believe he occasionally does drop in for the social development committee, we may hear his opinion of the interpretation or intent of his statement.

Mr. Grande: That is why I said at the beginning that I am sorry Mr. Ruprecht is not here. I would have wanted him to be here and to hear this. I just thought that since the political lines are clearly drawn on the heritage language issue, and certainly we know where the Minister of Education stands in terms of—

Hon. Miss Stephenson: In strong support of our program of heritage languages.

Mr. Grande: We are talking about the issue of its inclusion during school hours at this particular time, I would think. We are beyond that. We made the case prior to 1977. The government in its wisdom decided to accept it. It has not come easy for you but, to your credit, sometimes you do see the political wisdom of the day.

Hon. Miss Stephenson: Could I ask if you are not perhaps confusing heritage language with language of instruction?

Mr. Grande: No. The New Democratic Party, as a party, put forward the right to language bill back in 1978, and I believe it is being introduced in the House again. It talks about the heritage language program, about the mother tongue of a child. The heritage language is your concept.

Hon. Miss Stephenson: But you are, in fact, confusing heritage language as a program with language of instruction.

Mr. Grande: No. The mother tongue of a child should be used both as a language of instruction, as a tool, a medium of learning, if it enables the child to learn, and as a subject for instruction in the terms of the Education Act.

I am not confused. The bill which is presently before the Legislature speaks for itself. If you find confusion with the bill, I guess you can state it when the bill is debated, which I understand will be some time in June.

Let me go on, and I know I am going on at great length, but I am trying to deal with the most important issues that took place this year. The other issue I want to talk about is school closures. This is another area where my strong feeling is, and the minister will vehemently disagree with me, that maybe the Ministry of Education feels the schools in this province are not being closed fast enough. Maybe the Ministry of Education wants to encourage the closure of schools.

The issue started to come to a head in 1978. As you know, my colleague Ted Bounsall

introduced a private member's bill that called for a moratorium on school closures until there was basic information and an in-depth study of the factors of school closures—the kinds of havoc they would create in communities and the results of school closures for communities.

I think that was, and is, very valid. As a matter of fact, the minister does know, since it is dated now, of the American study which was given to us as exhibit 70 to Bill 19. It says:

"Based on the findings of the study, it is apparent school districts, faced with declining enrolment, have chosen one solution: closure of elementary schools. The closure of elementary schools, however, is an exceedingly complex issue, having extensive and pervasive ramifications in virtually all aspects of urban life. Once an elementary school is closed, the environmental forces, adult migration, population decline and neighbourhood deterioration are set in motion. It is difficult if not impossible to reverse those forces. Closure is a simple solution to the problem of excess space, but at the same time closure is most assuredly a source of other problems, problems far more intricate and complex and much more difficult and costly to solve."

3:10 p.m.

I understand this is an American study, so it may not be applicable to our own jurisdiction and I can very easily put this in the wastepaper basket. God knows, the Ministry of Education here does a lot of study on a yearly basis. It contracts out a lot of studies to OISE. However, I do not remember any study—maybe I am wrong and you can point it out to me—that was contracted out to OISE or to anywhere else that deals with school closures in this province and sets out the factors of school closures. What are the important factors?

Every time the trustees say, "We do not have enough kids in the school, so it is time we started talking about closing it", I understand it. I have all the memoranda from you and all your communications outlining the school closure policy for school boards. I have it and some of those aspects are good. However, I doubt whether the boards of education are following this. They should be given guidance and information upon which they could be encouraged to keep schools open, not encouraged to close schools. Your memorandum states, "School closure policy for school boards." It is limited.

You understand, I am sure, the havoc that school closure creates in the community over and over again. It seems to me there are fires all

over the province where schools have been closed. The Liberal critic mentioned the Sarnia example, the Sarnia Central High School. Certainly the tensions that have developed in that community could be avoided.

To go back to Ted Bounsall and his private member's bill, he did say a moratorium on school closures. He also did say that once a board of education goes through the steps and the conclusion is that the school has to be closed, then at that particular time that community would have redress somewhere.

He mentioned the Ontario Municipal Board. I could quibble with that. I do not know whether the OMB is the proper place. Maybe there isn't a proper place and we will have to have a proper place where, if the parents feel their particular board has not looked at all the factors, that community will have an avenue through which it can seek redress.

On December 13, 1979, in a speech in the Legislature Ted Bounsall talked about a survey the ministry had done at that time that pointed out that 352 elementary schools and 37 secondary schools would be closed by 1985. He said: "That is one secondary school every two months between now and September 1985 and one elementary school per week between now and 1985." My God, if you want to produce havoc, you sure have the means to do it.

On taking a look at the statistics—these have been revised as of February 24, 1982—I find that from 1979 to February 24, 1982, 113 elementary schools and eight secondary schools in Ontario have been closed. If your projections at that time were accurate, that means we still have 239 elementary schools to go by 1985 and 28 secondary schools to close between now and 1985.

Maybe the process is not going fast enough for the liking of this ministry. Consequently, I guess you are trying to seek powers to make sure that takes place. I would argue, as Ted Bounsall argued in 1979, that before we close any schools in this province we have very detailed knowledge about the effects a school closure will have on the community. Until that is done and until some method of redress for that community is decided upon, I am firmly convinced that a moratorium on school closures has to be established.

With regard to the issue of textbooks in the schools, the study done by Dr. Ryan with the co-operation of the Ontario Teachers' Federation and the Canadian Book Publishers' Council, which sponsored the study, shows there are a tremendous number of books in the province,

something you or people in your ministry did not think about. Books you have decided to take off the Circular 14 list are still in the schools and being used.

What is the point of taking them off Circular 14? If students in our classrooms are going to be learning from outdated textbooks, what kind of education are they getting?

Do you have any process by which books you take off the list are going to be taken out of the classrooms? I do not know whether you have a process or not. I will be asking about it and I will find out. Maybe you leave it up to the boards to do as soon as they see the titles on Circular 14.

Hon. Miss Stephenson: That is centralized.

Mr. Grande: I am just asking; I would like to find out. You leave it up to the boards to say, "The minister has decided"—not just the minister but the committee structure the ministry has—"that particular book should be off Circular 14." Therefore, the day or week after we take those books and—

3:20 p.m.

Hon. Miss Stephenson: That committee is not just ministry personnel, as you very well know.

Mr. Grande: Madam Minister, I was not talking about that. I understand what goes on. I am just asking the question.

With regard to the titles that have been taken off Circular 14, all it says to the school board is that they cannot buy these books. Or they should not buy these books.

Hon. Miss Stephenson: There is an admonition in the front of Circular 14, right on the front page.

Mr. Grande: That they should not buy these books. But what about books that have been taken out of Circular 14? What happens to them?

Hon. Miss Stephenson: The admonition is there.

Mr. Grande: Okay, and the school boards do whatever they want to do. Basically, they are leaving the books in the classrooms, and the kids are using them.

The amount of money you provide to school boards for buying texts certainly leaves a tremendous amount to be desired. What was it that report said? The province of Ontario was last?

Hon. Miss Stephenson: We do not provide anything specifically for buying textbooks, as you very well know.

Mr. Grande: Where is that? I should have it here someplace. How much does Ontario spend

on school books? How was this devised? How did they find this information?

Hon. Miss Stephenson: Probably from their sales, I would think.

Mr. Grande: Is that the way it works? From their sales?

Hon. Miss Stephenson: The publishers' sales would be the most convenient and accessible source for them.

Mr. Grande: Let me just cut through all that and ask you if you are satisfied that the types of books we have in the classrooms of this province are adequate and updated. Do we have enough? Do you think maybe, as a ministry, you should have some kinds of directions to school boards?

I have called for directions to school boards on several occasions when I thought the school boards were not doing their jobs. I want the school board to do its job. I certainly have been trying to get you to do that with regard to English as a second language for about five or six years.

I do not shy away from giving directions, if after a certain number of years they do not seem to be willing to do it.

Hon. Miss Stephenson: What are you suggesting we should do to the boards if they do not comply?

Mr. Grande: Madam Minister, I thought we were clear. The New Democratic Party issued a release at that time and said exactly what should be done.

Mr. Chairman: If I could just interrupt for a minute: I think you could dwell on that area under item 11, special projects, in vote 3202, which deals with the book purchase plans and learning materials development plans the ministry has, and perhaps—

Mr. Grande: No, that is a different topic altogether.

Mr. Chairman: Is that something different?

Mr. Grande: Yes, Mr. Chairman.

Mr. Chairman: Circular 14?

Mr. Grande: Learning materials are certainly not textbooks. They are learning materials.

Mr. Gillies: Tony, you have us a bit confused. You want decentralization maintained in teacher-board bargaining and that sort of thing, but you seem to want more and more centralization in curriculum and textbooks. It seems a bit of a conundrum.

Mr. Grande: What I am suggesting to you and what I said to the minister—not for the first time, but I guess it is the first time here—as the Minister of Education, is if there are certain things she thinks ought to take place in this province in terms of education she should first try to encourage the school boards to move in that direction.

The Ministry of Education has a lot of things at its disposal to encourage school boards to move in certain directions. There is no doubt about that. The grant system speaks one million words.

If a particular board will not move in that direction after you have provided incentives, there comes a time when you feel strongly that something ought to be done, and you say, "It shall be done." I have no qualms about that.

Mr. Gillies: Do you not think that weakens the independence of the smaller unit—if it knows that after a given period of time the central authority will make a tough decision for it?

Mr. Chairman: I would appreciate it if we would not carry on this dialogue. You will have an opportunity to interject under the specific item.

Mr. Gillies: Sorry.

Mr. Chairman: I know that Mr. Grande would prefer to proceed with his response to the minister in a flexible way, but at the same time, perhaps we could start with the various items.

Mr. Grande: I am always flexible, Mr. Chairman. As I said, the New Democratic Party has suggested to the minister that one of the things she ought to do immediately is put \$50 million into a program of immediate textbook upgrading and a long-range program for the provision of supplements.

Hon. Miss Stephenson: I thought you said \$50,000.

Mr. Grande: Fifty thousand what? Dollars?

Hon. Miss Stephenson: I was asking you because I did not hear you.

Mr. Grande: No, it is \$50 million. That, to the best estimates, is what is required.

We have said that the ministry should create a specific and direct per-student grant of \$23 for the purchase of textbooks by school boards. This happens to be the same rate as that given by the province of Alberta.

The government should require school boards to submit a five-year textbook replacement plan detailing the use of the funds in that area. The

Ontario Textbook Development Corp. should be established to provide research and development of textbooks for schools, colleges and universities.

A direct grant of \$4 per child to school boards should be provided as an incentive for school boards to provide supplementary materials and guides for existing texts. This money would be used to balance and explain texts which are not biased but admit the roles played by women and minority groups.

The government should immediately establish a provincial commission composed of educators and representatives of the Canadian Book Publishers' Council to review the implementation of ministry policy on texts and supplementary materials and make further recommendations.

We think this is a sensible plan. Students in our schools do not have up-to-date information from which they learn. They are not getting good quality education. I am sure you or the ministry will not quarrel with that.

Hon. Miss Stephenson: Not all the teachers in that report agreed with that.

Mr. Grande: I am talking about the students.

Hon. Miss Stephenson: I am talking about the teachers who are charged with the responsibility.

Mr. Grande: I am repeating that we as a party feel it is important that a \$50-million program be set up immediately to make sure that the classrooms of this province have updated, good and unbiased books. I am trying to locate that information on how Ontario fares compared to the other provinces. I do not seem to be able to put my finger on it.

I think you understand what I am talking about. We need to have updated books in our classrooms. Right now, we do not.

Do you know what the irony of it is? The Canadian Book Publishers' Council, acting on the guidelines the ministry put out, has produced excellent books. They tell me those books are lying on the shelves and are not being bought. The minister says, "It is the responsibility of the school boards to buy books," and the school boards say, "The Ministry of Education does not give us enough money to buy the books."

The fact is the Ministry of Education and the school boards are not providing quality education for kids. That is what my business here is all about. I am not here to defend the school boards or to defend anyone. I am here to make sure

children in our school system get good quality, top-notch education.

3:30 p.m.

I have a few other things I wanted to say, but I have taken enough time. I will raise them under the proper votes, if we come to those votes.

Mr. Chairman: Madam Minister, you have heard a response from both critics. I believe you have—I will not use the term “rebuttal” but answers to some of the questions and concerns raised. Maybe we could now start in order, referring to Mr. Bradley’s initial comments followed by those of Mr. Grande.

Hon. Miss Stephenson: If I might, I would suggest we attempt to organize the responses through general to funding to program to legislation in future and then on to a couple of additional things Mr. Grande has raised.

I think there are 40 items to which I should respond at this point. May I?

Mr. Chairman: Please do.

Hon. Miss Stephenson: With regard to the charge of growing centralization, which was spelt out in a letter from the executive director of the Ontario Public School Trustees’ Association: the letter provided what the OPSTA, or at least its executive director, considered to be examples of legislative changes and regulations which were centralizing control of education. They thought we were using memoranda as a shortcut to legislation and that was a process they did not approve of.

We have pointed out to the association and to its executive director that we have been in the process of developing amendments, mostly clarification amendments, to the Education Act. There were concerns expressed about Bill 46 that there needed to be some clarification, some rewording of the existing laws to ensure people understood it; or to bring the act into compliance with the other acts of the province. Others, within the kinds of things we are suggesting, set the stage for considerable further dialogue, which that association and all other associations will be involved in. They have been assured that dialogue will occur.

As far as regulation is concerned, we have been making an attempt to support deregulation. It was interesting that the review committee on regulation 704 found a great deal of reluctance on the part of the education community—when I say community I mean all portions of it—to deregulate many items, because it would then place such matters on the table for

local negotiation and they felt quite strongly that should not happen.

In the area of special education, the legislation and the regulations are indeed complex. It is a difficult and complex matter and that is why school boards have really been given five years to attempt to develop their capacity to deal with it.

You were concerned about consultation and I must tell you, quite honestly, we have viewed the consultative process as an absolutely essential part of the development and implementation and assessment of both legislation and policy within the Ministry of Education. We have been concerned to try to ensure that each of the groups that has a responsibility for the delivery of educational programs and the operation of schools in this province has an opportunity to contribute to our discussions and to comment upon policy initiatives. We also take the opportunity to hear their concerns about the things they think are going to affect education through legislation or through developments in other areas.

I am sure all the members of this committee will understand consultation does not necessarily mean capitulation to a specific point of view. In many instances the views of one group are diametrically opposed to the views of another group. We have the responsibility to weigh and to balance, where possible, the decision on the basis of the input we have had.

When a decision is made—and I would remind you decisions do have to be made; one cannot go on forever consulting and discussing and dialoguing—there is a tendency on behalf of some, when their advice has not been totally accepted, to feel they have not been consulted, in spite of the fact we may have had many conversations and consultations and dialogues with them. But I can assure all the members of the committee there is a major effort within the ministry to consult.

I meet specifically with the council of school trustees associations which, I would remind you, is now called FOSTA, the Federation of Ontario School Trustees Associations—trying to keep up with the acronyms in education is difficult, but I am just giving you that little bit of information now, so you can tuck it into the back of your mind—four times a year on a regular basis and in between when we need to consult on a special matter.

I meet as well with the Ontario Teachers’ Federation on a regular basis four times a year, with their board of governors at least once a

year, and very frequently in between as well, about matters which they feel particularly concern them. The bulk of the items discussed at these meetings are concerns tabled specifically by the OTF or by what used to be the OSTC and what is now called FOSTA.

We have had staff consultation. I would suggest to you the numbers of consultations within a year would probably be closer to 1,000 than to 100 on the development of legislation or policy or anything else. In addition, there is an ongoing—

Mr. Grande: There is 900 difference.

Hon. Miss Stephenson: I said it is far closer to 1,000 than it is to 100. Some day we should count them. Does anyone want to take on that job? We frequently have seven phone calls a day on a consultative basis, plus regular meetings on a daily basis.

Mr. Bradley: I am sure there must be a campaign worker who could do that.

Hon. Miss Stephenson: We are not talking about that. We are talking about the Ministry of Education.

Mr. Bradley: No, who could do the counting.

Hon. Miss Stephenson: We are trying to establish just how many hours or days are involved in this.

The item which raised this concern, which I think Mr. Bradley mentioned as a result of a meeting in Niagara Falls, was the regulation on the organization of schools. Not only did we seek initial suggestions but we sent out a draft proposal in December to January of 1980-81. The work group involved in the review of that regulation met with all of the groups concerned. The amendments finally made were different from the initial proposals in many instances, because of the comment and the reactions.

Before tabling amendments to the Education Act last fall—it was then Bill 164—there was a meeting with representatives of all of the groups to outline the proposed changes. Their comments were invited both at that meeting and for submission after the meeting.

As far as the Matthews commission report was concerned, there was continuing dialogue on the proposals formulated by the ministry to deal with the teacher negotiation legislation. There were meetings involving all groups last fall and winter to inform them of our proposals and further meetings with individual associations to discuss those proposals and their reactions and suggestions. As recently as April 29

they were informed of changes made in those proposals as a result of the consultation.

We also use the regional offices for the development of information regarding policies. The regional education councils, the directors of education in each region and the regional curriculum councils of supervisory officers concerned with curriculum, are a major resource in policy making. The liaison officers to boards from our regional offices discuss matters with directors of education, not on just a weekly basis but frequently on a daily basis.

We recognize consultation is absolutely essential because of the dual responsibility for education in this province, and the fact there are many players.

In addition to that consultation, which relates specifically to those who have legislated authority and jurisdiction for education, I meet regularly with the home and school associations and the Federation of Catholic Parent-Teachers' Associations, to hear their views as well.

From time to time I meet with individual groups that have specific concerns, such as the group that raised the problem about British history in the secondary school curriculum not very long ago. That is the kind of consultation which is carried out irregularly in addition to all of the other consultation which occurs.

3:40 p.m.

I believe that most of our staff have the strong feeling that we spend about 90 per cent of our time in consultation and the rest of the time, which really amounts to about another 50 per cent because most of the staff work about 150 per cent of the time, is spent in developing policy as a result of that consultation.

Mr. Grande: Your staff does work.

Hon. Miss Stephenson: There is no doubt about that, none whatever.

The concern that is expressed about the development of amendments to Bill 100, for example, has been discussed freely. They are our amendments to the board-teacher negotiation act, about which everyone has had some concern.

Mr. Grande: That is Bill 127 then?

Hon. Miss Stephenson: No, that is not Bill 127. Bill 127 is the Metropolitan Toronto Act, which specifically relates to the unique situation of two-tiered governments within Metropolitan Toronto. We did consider early the possibility of inclusion of that sort in Bill 100, but we were told it was more appropriate, or in fact legally

necessary, to have an amendment to the Metropolitan Toronto Act.

Mr. Grande: Therefore the regional bargaining is not a bogeyman.

Hon. Miss Stephenson: There is no intention to move into regional bargaining in amendments to the teacher-board negotiation act. None.

Those are amendments to Bill 100, the School Boards and Teachers Collective Negotiations Act. I am talking about Bill 127, which is the Metropolitan Toronto Act, which relates to only one part of Ontario and is based upon the unique nature of that part of the province, and the specific requirement within that area to attempt to ensure that the objective of the government structure can be met.

Mr. Bradley: Are you saying that there has been no discussion within your ministry of the possibility of having negotiations on a regional basis?

Hon. Miss Stephenson: None.

Mr. Bradley: No discussion at all within your ministry? No one has hatched that idea?

Hon. Miss Stephenson: No. I had asked the question and we have never really discussed it, and it is not our intention to move in that direction.

Ms. Bryden: Could I ask, do you plan to bring in any amendments to Bill 100 this year?

Hon. Miss Stephenson: Yes, we are in the process of developing amendments to Bill 100, and I am aware that the Ontario Teachers' Federation believes that we should not bring in any amendments to it at this point.

The advice of the Matthews commission is that there are some refinements that should be made to that bill in order to attempt to improve the negotiation process in terms of time span and other factors. But they are not major amendments.

Ms. Bryden: They have not been circulated in a draft form, have they?

Hon. Miss Stephenson: They most certainly have been discussed and provided to all of the consultative groups for a whole year.

Ms. Bryden: Yes, I know there has been some circularization of proposals, but the actual form in which they would come in has not been circulated yet?

Hon. Miss Stephenson: The actual form in which they come in would first have to be drafted by legislative counsel, would then be required to go to legislative committee, and

then to cabinet for approval, and that process has not been completed.

Ms. Bryden: But you still think it might happen before the end of 1982?

Hon. Miss Stephenson: I would hope that the kinds of things the Matthews commission recommended in terms of improving Bill 100 could be introduced.

Mr. Grande: Are you only looking at what the Matthews commission recommends?

Hon. Miss Stephenson: Yes, we are only looking at what that commission recommended in terms of the structure of bargaining.

Mr. Grande: That is not the draft I have seen, then. It is a different draft.

Hon. Miss Stephenson: I do not know which draft you have seen.

Mr. Grande: It was the draft that Mr. Fisher circulated.

Hon. Miss Stephenson: What draft did you circulate, Mr. Fisher?

Mr. Chairman: Mr. Fisher, would you like to comment?

Mr. Fisher: I have no comment, Mr. Chairman. I will make a note of that.

Hon. Miss Stephenson: To my knowledge, the drafts that have been perused by members of OTF and the Ontario School Trustees' Council and the Ontario Association of Education Administration Officials have simply been that, drafts. They have not been finalized. They have been there for discussion only in response and we do not have a final draft at this point—if we have, I have not seen it.

Mr. Grande: I am not disagreeing with you. You do not have a final draft.

Hon. Miss Stephenson: That is right. That is exactly what I said.

Mr. Grande: Let us be clear, you do have a final draft. I have not seen it but—

Hon. Miss Stephenson: We have the latest draft.

Mr. Grande: You tried to put it through cabinet and you were not successful.

Hon. Miss Stephenson: No, no.

Mr. Grande: All right.

Hon. Miss Stephenson: Would you please listen to me? I said very clearly that the process involved the development of legislation, the vetting of that legislation by legislative counsel, the introduction of that legislation to the legislative committee of cabinet, then to cabinet; then

it could be viewed by those who are going to be functioning under it. That was the question that Ms. Bryden asked me.

What I said to you was that it has not even started that process yet. It has not been to legislative counsel, to my knowledge, it has certainly not been to legislation committee, it has not been to cabinet, and therefore it has not been shared with the consultative groups. Now do you understand?

Mr. Grande: I understand the words you are telling me, yes.

Hon. Miss Stephenson: What I am telling you happens to be the truth.

Mr. Grande: Fine, that is your version.

Hon. Miss Stephenson: I am sorry. I wonder if it could be verified that our legal counsel within the ministry has not as yet provided a draft for legislative counsel for that final development of amendments to Bill 100.

Mr. Grande: I will bring my copy down.

Interjection.

Mr. Chairman: Can I please ask you to take a seat?

Hon. Miss Stephenson: Would you please come forward?

Mr. Chairman: Who is that?

Hon. Miss Stephenson: That is Graham McKay.

Mr. McKay: The second last item that we shared with the major educational groups, federation, trustees, and so on, was proposed legal wording. That is not draft legislation per se as it had not yet been dealt with by legislative counsel. It was simply our first cut at putting the proposals into legal-type wording rather than just descriptive wording.

That was specifically at the request of the outside groups that rightly felt the descriptive wording might not have given them a clear enough indication of the effect of a particular proposal. That has been presented to the legislative counsel, who will be working it up. We have also given to the particular legislative counsel who will be working on it the indicated changes which we also shared with the outside groups.

That has not been completed. We do not have as yet a draft bill, simply because we have not got all the pieces together and as you have indicated, a number of approvals within the ministry and beyond are still to be done.

Does that clarify it adequately?

Hon. Miss Stephenson: Yes.

Mr. Grande: May I ask a question?

Hon. Miss Stephenson: The fact is it has not proceeded through the process which takes it to cabinet. You said it had been taken to cabinet and it had not been passed. That is not true. It has not been to cabinet.

Mr. Grande: May I put a question to Mr. McKay?

Mr. Chairman: I believe the minister is in the process of responding and we are discussing the concept of or the fears about regional bargaining. We have asked Mr. McKay to clarify one particular point. Whether or not it is appropriate now to start questioning individual members of the ministry and legal counsel—do you want to proceed with your answer?

Mr. Gillies: I am sure all Mr. Grande wanted was the opportunity to apologize for the minister, which would be without precedent.

Hon. Miss Stephenson: Indeed it would.

Mr. Chairman: I think we should proceed with the minister's response.

Mr. Grande: We can ask Mr. McKay later on.

Hon. Miss Stephenson: It is indeed a fact that the Matthews commission recommended that the Education Relations Commission be given the power to adjudicate disputes pertaining to the appropriateness of bargaining units and joint bargaining. This certainly would have created the potential for mandatory regional bargaining without the matter ever coming before the Legislature.

Do you agree? No, you do not. All right.

3:50 p.m.

I think the action we have taken in introducing legislation in the Metro bill rather than implementing that recommendation of the Matthews commission is still a further indication that mandatory joint bargaining in Metro is not intended to be applied elsewhere in the province.

Mr. Bradley: That is in stone, never to be changed.

Hon. Miss Stephenson: I do not know. A different minister 10 years down the road—maybe even seven years down the road—

Mr. Bradley: As long as you are the minister that will never change.

Mr. Grande: Why is Metro Toronto being treated with super-discrimination?

Hon. Miss Stephenson: It is not being treated in a super-discriminatory fashion, it is being treated in the fashion in which it was intended that it would function in the beginning. For

many years it functioned effectively on a voluntary basis that way, for the past several years that has not occurred.

Mr. Grande: You mean it is not working?

Hon. Miss Stephenson: Yes, we do. The evidence is spelled out very clearly in a resolution of the Metro board, supported by the other five area boards within Metro—

Mr. Grande: Four.

Hon. Miss Stephenson: Five.

Mr. Grande: What are the five? Somebody has changed their mind.

Hon. Miss Stephenson: Etobicoke, North York, East York, York and Scarborough.

Ms. Bryden: Not Toronto.

Mr. Grande: I know that. Anyway, proceed.

Hon. Miss Stephenson: I am trying to—

Mr. Bradley: You were talking about consultation at that time. Remember I asked you about the review of the school year; you said the Ontario Teachers' Federation had received the information and it was OTF's fault that they did not distribute it to the one affiliate, that is the Ontario Public School Men Teachers' Federation, who complained that you did not consult them before you placed this ad in the Globe and Mail on November 11, 1981.

Hon. Miss Stephenson: I said I was aware the OTF knew that was happening and since the OPSMTF is a member of OTF one would have assumed that, since the others knew about it, OPSMTF would have known about it as well.

Mr. Bradley: There was a letter sent on November 4, 1981, to Mr. W. A. Jones, secretary-treasurer of the OTF, on Bay Street, not far from the Ministry of Education, from Mr. G. R. Podrebarac, Assistant Deputy Minister, Educational Programs, concerning this matter. Although the letter is dated November 4, it did not show up at the OTF building until November 13.

Do you people follow the practice of dating the letters when they are dictated or when they are actually typed?

Hon. Miss Stephenson: They are dated the day they are sent from my office, and I do not—

Mr. Bradley: So I would assume—and this is everyone's favourite excuse—it is the fault of the post office that it did not arrive until November 13, which is two days after the ad appeared in the Globe and Mail.

Mr. Chairman: It would have to be discussed in the federal estimates.

Hon. Miss Stephenson: We have had so much difficulty with this that I will confess to you we have taken to sending the letters to OTF by courier.

Mr. Bradley: It is not that far away. It is hard to figure how it could take that long.

Hon. Miss Stephenson: Exactly. You do not live in Metropolitan Toronto and I can tell you it takes two weeks for mail from Queen's Park to arrive at Willowdale.

Mr. Grande: Sometimes.

Hon. Miss Stephenson: Very frequently. Interjection.

Mr. Bradley: I got three letters in a week and the events were over.

Mr. Chairman: The post office is not a topic of discussion for estimates.

Mr. Bradley: The question I should ask is did that improve markedly between May 20, 1979, to February 1980? Did the mail service improve considerably in that time?

Hon. Miss Stephenson: Good heavens, I have no idea. I would have—

Mr. Chairman: You would have to be prepared to do a survey, Mr. Bradley.

Mr. Bradley: Fine. I just wanted to check that because I heard it had something to do with political parties. I wondered whether, when the federal government changed, that service had markedly improved in that period of time, but no one is able to determine that.

Hon. Miss Stephenson: I think that the problem has more to do with the inertia of the crown corporation than it has with anything else.

Mr. Chairman: Will you please continue with your response?

Hon. Miss Stephenson: A question was raised by Mr. Bradley about whether anything was happening within Canada in terms of co-ordinated action in the area of education. I am sure that Mr. Bradley is aware of the existence of the Council of Ministers of Education, Canada, and I am sure he is aware that CMEC has been working diligently in a number of the areas.

There is the area of pupil mobility, attempting to provide information about the variations in curriculum requirement, particularly at the secondary school level between provinces.

This would ensure that a pupil moving from Ontario to Alberta or from British Columbia to Ontario has some idea about the curriculum requirements and the content of the curriculum

before he or she arrives in the other province. Then there can be assistance provided, not only to the receiving school but also to the pupil and parent to help them to determine what is necessary in upgrading, changing or modifying curriculum when they get to their destination.

Mr. Bradley: This is more of a technical question. Is a grade 12 student leaving Ontario to go to Alberta or Saskatchewan, for instance, accepted in grade 12 or grade 11 there?

Hon. Miss Stephenson: In most instances, grade 12, I believe. It would depend upon the level of educational program in the Ontario school.

Mr. Bradley: Is a person leaving Alberta from grade 12, the final year in secondary school, accepted into grade 13 here?

Hon. Miss Stephenson: Not usually.

Mr. Bradley: Grade 12, then?

Hon. Miss Stephenson: Yes. In addition to that, as you are probably aware, there was an action taken in September of last year, which has been strengthened by a CMEC resolution in January of this year, to facilitate the portability of teacher certification across the country.

There are still some problems to be worked out in that specific mechanism, but certainly—

Mr. Bradley: Yes, I would get calls at my constituency office from time to time on the certification accepted from one province to another.

Hon. Miss Stephenson: Yes, but we have accepted that in Ontario and are modifying our requirements to meet that national objective. You noticed I that called it a national objective, not a federal objective.

Certainly the ministers of education do attempt to work together to try to solve some of the difficulties that arise as a result of the 10 areas of responsibility—now 12, since the Territories also participate in CMEC.

We also attempt to work with the Secretary of State in the areas for which he has specific responsibility, such as the provision of federal funds for the support of minority language programming.

This has been somewhat more than vigorously frustrating for the past four years, since we do not have a new agreement, although I believe the old agreement ran out in 1978. We have been running on an annual extension of the old agreement with less and less money and without any clear understanding of where the Secretary of State is going in that activity.

We did have a federal-provincial task force to examine the problem. Recommendations have been available to the Secretary of State for 18 months and there has been absolute immobility within that office in Ottawa up to this point.

We would hope that there will be some kind of agreement in the not-too-distant future, since there seem to be at least two or three basic principles upon which agreement has been reached with the Secretary of State. Whether that is going to have a long-term effect or not, I cannot tell you.

There are other areas of conjoint activity related to both elementary and secondary levels. There is a very active French language curriculum group—that is what you call it, is it not?—within CMEC in which those with responsibilities for French language education come together to foster interchange of materials and information.

There is also an extremely active role by CMEC of the distribution of materials developed by provinces in both film and other forms for educational purposes in order to try to ensure that what wondrous diction develops can in fact be freely shared with other jurisdictions.

There is a great deal of co-operative activity that goes on. I am not sure of the motivation behind your question, but if I were Tony Grande—

Mr. Bradley: To obtain information.

Hon. Miss Stephenson: —I would suspect that you were attempting to try to establish a foundation for the basis of a federal ministry of education. That is an interesting point which has some real constitutional difficulties.

Mr. Grande: Bette Stephenson, don't put my name into that.

4 p.m.

Hon. Miss Stephenson: There are many members of the council who would be quite unreceptive to that kind of initiative.

In addition to that activity, there is also the Canadian Education Association, as you are undoubtedly aware, in which many of the officials in the Ministry of Education in Ontario have been very active.

The annual meeting of that association is in Toronto this year. I think it should be very interesting. I would hope those in the Legislature with an interest in education would consider attending that meeting.

The theme is "Responses to the realities of the '80s." I know you do not like the word

"realities," but none the less, CEA has used that word in the development of it.

In fact, I even have a copy of the program if anyone wants it. Would you like it, Mr. Chairman? I will be happy to give it to you.

Mr. Grande: So co-ordinated here.

Hon. Miss Stephenson: Do you want the annual report from the Council of Ministers of Education, Canada?

Mr. Bradley: Yes.

Hon. Miss Stephenson: Do we have that here? Certainly we can get that to you, because it is published annually and available.

Mr. Bradley: It is always nice to get it from you.

Hon. Miss Stephenson: We will make sure you get a copy of that.

I think you were specifically requesting information regarding the assistance to boards provided by the ministry in the area of declining enrolment.

In 1982, total school board enrolments in the province are expected to decline by about two per cent, again. The provisions introduced in the funding mechanism in 1981 are continued for 1982. The assistance for any decline in enrolment experienced by a board between 1981 and 1982 is calculated in the same manner as it was in 1981.

In addition, the decline in enrolment experienced between 1980 and 1981 by a board which was recognized for declining enrolment assistance in 1981, continues to be assisted in 1982 at 50 per cent of the 1981 level.

I suppose that is a staged approach to attempting to assist boards, but we are not leaving them with the decline for a short period of time without taking into account the decline that continues to occur. It is our estimate this will probably continue to occur at the elementary level until 1986 and within the secondary school system probably until about 1989 or 1990. Then there should be a levelling out and perhaps a very slight rise thereafter.

The methods of calculating the special assistance for 1982 recognize a board's decline in enrolment for the previous two years. The factors involved relate to board size, as well as to the rate of decline because we recognize that the size of a board's school population has a very marked effect upon its capability to provide educational programs. So those two factors are taken into account.

In the whole area of school closings, which both of you raised, Mr. Bradley related specific-

ally to the closing of the Central Collegiate Institute in Sarnia.

We do have research on school closing. Meeting the Problems of Declining Enrolment is a ministry publication; the School Facilities Community and Declining Enrolment Handbook of Suggestions is for boards, and there is the publication entitled The Educational, Social and Financial Implications to School Boards of Declining Enrolments. There is also material available to boards or to interested persons who have concern about the matter of school closure.

What we have attempted to do with the help of boards is to provide some guideline parameters about the route which a board having seriously to consider the possibility of closing a school or schools should follow to ensure that there is careful consideration of all of the matters involved, complex though they are, including the social and economic factors which may ensue when a school is closed.

I think in all instances the boards have provided us with copies of their school closing policies which must be within those parameters. When they have submitted them to us, if they are appropriate we suggest to them they are appropriate and the board is then supposed to follow them.

We are aware that there has been a tendency on the part of some boards perhaps not to follow them as clearly as they should. Therefore, you will note in Bill 46 the requirement—indeed, it becomes one of the matters of responsibility of the minister—to ensure that each board does have a policy which encompasses all of the concerns we have expressed to them and that the board will follow it in any action it takes.

You may be interested to know that from 1977 to 1981, as a result of the very significant decline in enrolment, not as a result of encouragement from the ministry, 159 elementary schools, 58 separate schools and nine secondary schools in the province have closed, for a total of 226 schools.

Mr. Bradley: Since when?

Hon. Miss Stephenson: Since 1977.

Mr. Grande: From 1978 on?

Hon. Miss Stephenson: From 1977. Those are the figures I have.

Mr. Grande: I understand.

Hon. Miss Stephenson: Obviously you have not heard about 226 problems related to school closings. This is an emotional issue; it is a matter of very real concern in a number of communi-

ties. The size of community and the relationship of the community to the school obviously have an effect on this.

The numbers that seemed to have posed problems are relatively small, but when they pose problems they are very serious problems. The Sarnia closing is one which is apparently very serious for a number of people who have come together in the committee for four high schools to protest the closure.

The board's position is that it had developed a policy and followed that policy. It would appear from the information we have that the kind of policy the board followed was one which fits within our guidelines. Those who are protesting this are suggesting that because the current enrolment of the school to be closed is relatively high, and there are many other viable schools within the province with lower enrolments, it should be retained.

As you are aware, this committee has moved, first, to address the Ombudsman and I believe has questioned the legality of the closure before the courts. The case was first heard in the Ontario Supreme Court on May 17 and the court found that the Lambton County Board of Education had acted within its responsibility and denied the petition by the committee for the four schools to have the school remain open.

Mr. Bradley: As you know from the correspondence you have received and, subsequent to that, from a letter I sent to you about this matter, their main contention is that the Lambton board did not follow the guidelines of the Ministry of Education. What you are saying to this committee today is that you are certain that board has followed them.

Hon. Miss Stephenson: No. What I am saying to you is that board's policy in this area most certainly fits the guidelines which have been established by the Ministry of Education for that purpose.

Mr. Bradley: That is sufficient for you not to interfere?

Hon. Miss Stephenson: The legislation very clearly states that it is the board's responsibility to make this decision. All I want to be sure of is that each board has a policy which is appropriate and which addresses all of the concerns upon which this whole decision is based and to try to ensure that the board has followed that policy. It is the information from the regional office, to my knowledge, that the policy was followed in that case.

4:10 p.m.

Mr. Bradley: I have two things to say on that. First, I am not by any means sitting here saying that you are not providing factual information. I am just saying that because of the extent to which these people have gone and because of the bitterness in the community, would you be prepared to—I hate to use the word “double-check”—review this particular matter with your people in London with a view to determining precisely whether you are satisfied the policy was followed?

Hon. Miss Stephenson: We have already done that. Yes.

Mr. Bradley: You have reviewed it a second time?

Hon. Miss Stephenson: Yes. The latest information I have about this is from the regional director of education and is dated June 7, 1982.

Mr. Bradley: You and I have discussed this privately in the House and you have explained your position, but for the record I will tell you how the issue revives itself, apart from the court hearing. The basis is the ministry intervening in the Schreiber case. Perhaps you could point out the similarities or the differences between the Schreiber case and the Sarnia case.

Hon. Miss Stephenson: First, I do not think there are any similarities at all in the Schreiber case or the case of the Lake Superior board. It is my understanding that the length of the procedure, for example, in Sarnia was considerable.

As you are aware, in northern Ontario, to my understanding, the school studies committee which was established made a recommendation which was not accepted by the board. Upon receiving the report the decision was made, almost immediately, that the school would be closed. That decision was at the end of April and the board then proceeded to say the school would close in June 1982. Our experience has been that when boards make this decision about a school there is a much longer lead time before the final act occurs.

In addition to that you must remember that the situation in northern Ontario is very different from that in Sarnia or Lambton county or St. Catharines or London or anywhere else. The relationship between the community and the school, as a facility for the community, is perhaps much more direct and much more exquisite in many instances.

In addition, the specific problems of northern boards, to wit the Lake Superior board, in attempting to maintain adequate secondary educational programs for students when their

enrolment decline is so dramatic are problems that are not faced quite as acutely or in exactly the same way by boards in southern Ontario.

Those were the factors, plus a few others, involved in making the decision that in this unique situation, to provide us with some assistance and some guidelines to help other boards in the north with the same kinds of problems, because they are all facing them right now, we would ask a commissioner to examine this in detail and, as well, to examine the specific problem relating to assessment and representation which had been presented to us in February of this year by that board in order to determine the ways in which we might be of assistance to the board and to other northern boards.

I do not think there is any comparison and I do not think this should ever be construed as a precedent for any other board in the province, because the legislation clearly says that the responsibility for the provision of educational facilities lies with the board of education or the school board.

Mr. Grande: I have a couple of questions because I understood from the people in London that the issue was that the board made the decision to close the school a day prior to when the memorandum would take effect. I understood from the people there that the board hurried in making that decision so that it would not—

Hon. Miss Stephenson: You understood that from whom?

Mr. Grande: From the people in London, the people who came in from the Sarnia secondary school district.

Hon. Miss Stephenson: I am not sure they could impute that kind of motive either.

Mr. Grande: Madam Minister, I do not know. You have done the review. Apparently you are saying you have done it for the second time and the latest one was on June 7.

That is clearly one of the issues that came through to me from the material they provided: there was not the minimum time. The minimum time, to my understanding, was somewhere between a year and 18 months, was it not?

Hon. Miss Stephenson: I think the guideline is a year and it is suggested it be 18 months.

Mr. Grande: I am just asking because I was trying to locate this in here. Are you saying 18 months elapsed from the time the Lambton County Board of Education said it was thinking about closing Central Collegiate Institute in

Sarnia to the time it made the decision? Is that what you are saying?

Hon. Miss Stephenson: No, I did not say that at all. I said it is my understanding that the policy which has been developed by that board is within the parameters of the guidelines which have been established by the Ministry of Education for that purpose. It is also my understanding they did follow those guidelines, but I do not have absolute proof they did. I do not know how I would get that at this point.

Mr. Grande: What are the minimum time requirements Lambton County Board of Education put before you in its closure policy last year, between intention to close and, in effect, closure?

Hon. Miss Stephenson: If the regional office has said they are within the guidelines, they followed the guidelines in the ministry's outline which was sent to the boards. I would remind you that regulation did come into effect last year.

Mr. Grande: On June 30. They made the decision to close it on June 29; I get the information from the parents in Sarnia who are affected by that school closure. If you think I am paranoid or the parents are paranoid about the fact the decision is made on June 29, a day before the guidelines you issued come into effect, it shows what I told you at the beginning; the havoc the school closure business creates in the community.

I understand the other issue was that the technical facilities and workshops in Central Collegiate Institute are of much better quality—I understand there are four high schools in Sarnia—than those of the other schools. The question arises as to why the decision was made on this one.

I am not trying to say, "Do not close this school, close the other school." I do not want to get involved in that game. The question is did Central Collegiate Institute have better facilities than other schools in the area?

Hon. Miss Stephenson: That is a question you should ask of the trustees who voted 16 to two, on repeated occasions apparently, to close that school.

Mr. Grande: Obviously the parents have been asking those kinds of questions of the trustees and they did not get anywhere because they made the decision to close.

Hon. Miss Stephenson: I do not know that. I believe the parents have indeed had meetings with the trustees at which they had an opportu-

nity to pose their questions. I trust they were answered, but that is the board's responsibility.

Mr. Bradley: It seems to me what they are looking for now is, if I can use the terminology, a stay of execution for one more year to have an opportunity to make their case.

Mr. Grande is referring to the fact there was a special board meeting called and it says: "The recommendation"—we are talking about the committee—"was added to the board agenda on June 17 without the knowledge of the board chairman, Mrs. McPherson, who was attending a conference in Calgary on June 22. We wonder if the rush to the June agenda was to avoid the new ministry guidelines effective June 30. The public was unable to speak to this issue except at question period on June 22."

Further, in another piece of correspondence, I see the final decision of the board was made on July 13, 1981. It says, "In a precedent-setting decision the board voted 16 to two on July 13, 1981, to close this 1,000-student school at the end of June 1982." The board decision which would make them comply passed June 30, but the committee recommendation came to the board before June 30.

4:20 p.m.

I guess they are looking for a stay of execution. What you are telling this committee is that as far as you are concerned, the guidelines of the ministry have been met. The policy of the board on school closings is in keeping with the guidelines of your ministry and in the view of your ministry officials that policy has been followed. Therefore, you do not feel you can interfere.

Hon. Miss Stephenson: When a board establishes a policy, in almost all instances, to my knowledge, they follow that policy. I would remind you the Supreme Court of Ontario in May found the Lambton County Board of Education had acted appropriately or responsibly and denied the petition. I do not have any higher authority at this point than the Supreme Court of Ontario.

Mr. Bradley: And the election is not until November, so the decision is made. I guess they turned to people, they turned to institutions, they turned to the court in one case and the Ministry of Education in the other.

Mr. Chairman: On a matter of principle, I do not think the ministry in this case can overrule the Supreme Court decision, if that is what you are asking the minister.

Mr. Bradley: No, I am not asking the minister to do that. She can say that is an interesting

decision and then do something else if she sees fit. She is obviously saying to this committee she is not prepared to do that.

Hon. Miss Stephenson: I am not just saying that. I have been saying now for at least three years that the interesting ambivalence of members of the committee intrigues me annually. Each year you come in talking about the need to decentralize, the need not to centralize, the need to ensure that decentralized process remains effective. Every year you come in here and ask the ministry to centralize the decision-making as far as this specific item or other specific items are concerned. I do not think you can have it both ways. I am trying very hard not to muddy that process at all.

Mr. Bradley: And your government, of course, in various areas in municipalities and boards of education, invokes the argument of local autonomy to suit its purposes as well. It works both ways. I concede to you that opposition members—

Hon. Miss Stephenson: Local autonomy has been a part of education, I believe, since the public education system was set up in this province more than 100 years ago.

Mr. Bradley: I just want to point out it is not a one-sided thing. There are times when you people place an emphasis on local autonomy in dealing with matters.

Hon. Miss Stephenson: When the legislation says a matter is in the area of jurisdiction of a board of education, then I think it ill behooves the government to intrude. You are going to suggest I intruded on the Lake Superior Board of Education, but I intruded to find ways for the Ministry of Education to be of assistance for those boards with unique problems in the north, and they are unique. I am sure you are aware of them if you have visited any of those schools.

Mr. Bradley: Let me deal with another matter.

Hon. Miss Stephenson: I have not finished yet. Have you anything more about this?

Mr. Grande: The chairman seems to think you cannot do anything because the Supreme Court made its decision. The Supreme Court decision, as I understand it, was that the procedure was followed.

Hon. Miss Stephenson: I do not know that.

Mr. Grande: It did not rule the school could be closed.

Hon. Miss Stephenson: No. The information I have is that the court found the Lambton County Board of Education had acted within its

responsibility and denied the petition by the committee for four high schools to have the school remain open.

I do not have a copy of the decision.

Mr. Grande: Following from that, let me ask you this question: do you think that is the proper channel, in terms of that community in this case, the community in London, having redress?

Hon. Miss Stephenson: Which community in London? I am not aware of one in London.

Mr. Grande: The community that went to the Supreme Court.

Hon. Miss Stephenson: That was Sarnia.

Mr. Grande: Sarnia. Do you think the Supreme Court is the proper redress?

Hon. Miss Stephenson: I am aware that that route has been pursued by at least one other group in a matter related to a school closure, with the same result, I must say.

Mr. Grande: That is right.

Hon. Miss Stephenson: The court found that the board had acted responsibly and felt that the petition should not be accepted.

Mr. Grande: I am trying to understand it. The Supreme Court ruled that the board followed procedure in reaching a decision. The Supreme Court surely does not rule whether the board did or did not make a right decision. There is a difference.

Hon. Miss Stephenson: You are suggesting that there should be some other body that would make the decision based upon some other principles. I would suggest to you that you are then attempting again to centralize responsibility for that decision-making related to this issue somewhere within the province.

Mr. Grande: Only if the community around that school wants it to go that route. In other words, there is the opportunity for redress because right now, as the situation stands in educational matters, there is no opportunity to redress.

Hon. Miss Stephenson: There isn't any OMB, but there are the courts.

Mr. Grande: The board makes a decision and at that level it rests. At very high expense, the parents can go to the courts.

Hon. Miss Stephenson: You are suggesting it would be less if we had an OMB for school purposes? I am not sure of that.

Mr. Grande: I said to the minister at the outset that Ted Bounsall was the one to suggest that route because there is no other route and

not because we are in love with the OMB and how the OMB functions. The fact is there has to be an avenue and right now there is not. These people in North York and in Etobicoke have been doing exactly the same thing; they have been screaming but have been frustrated at the end of the process.

Mr. Robinson: Just to reflect on what the critics have said, it seems to me that to follow that argument a couple of steps further, what you are suggesting ultimately down the road is that the Supreme Court may seem to be too high a forum to arrive at that kind of a decision, it may be something that is too far detached from the issue or too far detached from the public. Would you not agree philosophically that the ministry is not likely to be in the best position to adjudicate that kind of local dispute—and let us call it a dispute with a small “d”?

If the board under its mandate of local autonomy—and I do not want to argue what is and what is not local autonomy, but simply to say it is a board dealing with a regional or localized set of facts—arrives at a decision that it believes is best economically, do you think in the spirit of that local autonomy it then behooves the board to have the redress to be to the ministry so the ministry can come in and say it is better capable of judging the local situation?

It seems to me that if you pursue that, what you are saying is that in the matter of school closing, which is obviously the single most contentious issue that school boards face, next to the tax rate, and probably in a localized manner it has a greater attraction, a greater critical focus than annual mill rates or annual expenditures, there is no point in the local school board having any say in school closing, making a first-level decision on school closing. If the automatic route of appeal is right back to a centralized body, I do not think it is capable of making that kind of judgement.

I tend to agree with you that the Supreme Court of Ontario might well be too high. That is a very difficult arena to which to take a citizen complaint or a community disagreement with a local board decision. Perhaps there should be something akin to the OMB, or perhaps the powers of the OMB should be expanded to deal in this sort of area, so there is at least a flavour of appointment from a local community of people who are maybe learned in the law but also learned and hopefully sensitive to the needs of communities across Ontario. I am not sure the Supreme Court offers that, but I really do not think, if you want to promote local autonomy,

that the ministry is in a position to make an appeal decision on school closing.

Mr. Grande: As a matter of fact, I never said that the ministry ought to be making decisions as to whether a school ought to close or not. I do not think I said that.

4:30 p.m.

Mr. Chairman: I think Mr. Grande pointed out, quite properly, at the beginning that there is a perception of the ministry as following a process of "centralized control with decentralized blame." I believe those were the words he quoted from someone. That is the issue today. Do we want centralized blame now for decentralized control?

Mr. Grande: I will not get involved with the comments of the chairman.

Mr. Chairman: But that is apparently the issue.

Mr. Grande: We are talking about a specific issue, the school closures. What I said, candidly I hope, is that I do not know what the best avenue is. However, I feel strongly that there has to be an avenue for people in the community to have redress. That particular place or body to which the community has redress would have specific expertise in terms of the social and economic factors and all the other factors that come into play when a school is closed, and the decision should be made upon those determinations, not solely on the basis of economics as it is now.

As a matter of fact, the study in the United States I referred to earlier points out that by closing schools you are going to spend a lot more than by keeping them open. When the school is closed, it does not mean you have less expenditure because you have to get into busing and everything else. There is a whole different set of problems that comes into being.

Mr. Robinson: Does not that argument go on to say that is only true if there is some other use found for the school, and that it is not simply a matter of keeping a 20-classroom school open to accommodate two classrooms of students? There has to be some other revenue-generating function within that structure or some other useful purpose for the physical plant. Is that not what the report goes on to say?

Hon. Miss Stephenson: If I might intervene, it seems to me that in most instances in which any discussion of closure of schools has occurred the primary concern of the boards involved has been the provision of an appropriate educa-

tional program for the children. I think that in almost all circumstances that has been the primary motivation of the board. I do not question that because that certainly comes out very clearly in the information which is developed.

Mr. Grande: That is the information you developed and you are privy to that information.

Hon. Miss Stephenson: That is the information which is developed by boards and by their school studies committees which is a part of the process.

Mr. Grande: Probably the board attaches more importance to the economic factor than to any other factor.

Hon. Miss Stephenson: I honestly could not agree with that.

Mr. Grande: All right. What I am suggesting is that the economic factor is certainly one of those you have to take into account.

Hon. Miss Stephenson: Yes, it is one of them.

Mr. Grande: I agree, but that is not necessarily so with all communities where a school is closed. If you look through the articles that come across your desk, you find that some communities say, "Our school ought to be closed." They do not put up a fuss; they know that it ought to be closed and they close it. But where the community splits along those kinds of lines and the board makes a decision to close and there is a substantial part of that community that objects, the only kind of redress they have right now is the election box or the poll.

Hon. Miss Stephenson: Which is a very effective one.

Mr. Grande: Sure it is. I am not saying it is not. If a school is closed in December of the beginning of the term of office—

Mr. Bradley: Especially when it is for three years.

Mr. Grande: —parents go through a turmoil in that community. I have experienced it. There is no need for that if there is some other body set up to take a look at it in an objective fashion.

Hon. Miss Stephenson: I am not sure that it obviates the turmoil in any way.

Mr. Chairman: Madam Minister, would you like to pursue the matter of school closures or is that enough?

Hon. Miss Stephenson: I think that is sufficient.

Mr. Bradley: On the subject of school closures, in your reply you did not mention this specific thing, but perhaps I can catch you with it right now, with the permission of the chairman. In the total problem of declining enrolment, when you close schools you see fewer teachers, you see the layoffs. One of the problems that was recognized in the report on declining enrolment is the ageing of the staff.

If you look at the staff of almost any board of education in Ontario now, the average age of those teachers has crept up because the first people to go are ordinarily the younger teachers. That is a very difficult problem to overcome because those of us who believe in seniority, perhaps through self-interest, would recognize that there is not really a fairer way of eliminating those teachers who are no longer required in the school system. But the result is that where there might have been a staff with an average age—to pull a number out of a hat—of 27 five years ago, that staff is now likely to average somewhere around 32 or 33 years of age now, or perhaps be even older, because of the shift in teachers from other schools while the younger teachers went out.

If I can pick one instance where that does not work all that well—this is an extreme case—does it make sense to send in a teacher who has had no experience in dealing with children, for instance, from the Portuguese community in downtown Toronto? Would you send in a 20-year veteran teacher into an area to replace a teacher who had only been there two years but has a good knowledge of Portuguese, the language, the culture and the customs?

One runs into various problems of that nature. I guess the problem that arises from this is, what are you going to do about it? That is difficult, and I recognize it. One of the things you can do is deal with the pension plan. The magic number is still 90, is it not, from a combination of years of service and age? Could you give consideration to moving that to 85 to allow people to retire in economic security and dignity and allow the younger teachers into the system?

Hon. Miss Stephenson: I am sure that could be considered. I am trying to recall the cost of moving—

Mr. Bradley: I am sure that it would be a big cost.

Hon. Miss Stephenson: It is something in the order of \$160 million a year, is it not?

Dr. Benson: It is \$500 million.

Mr. Bradley: That is an amazing answer.

Mr. Chairman: That answers your question.

Hon. Miss Stephenson: It seems to me that the main impediment at this point is the contractual relationship, or the contract which has been signed, which ensures that the factor you have mentioned is that which is considered prime in the decisions about the declaration of redundant teachers.

You have heard me on this subject, for goodness' sake, because I have been suggesting strongly for at least four years now that there are other factors which should be considered, and this should be a part of the deliberations in the negotiations which take place between boards and teachers at every level.

The incident which brought this to mind again, most recently and most dramatically, was the statement made by the president of the local Ontario Secondary School Teachers' Federation unit in Hamilton, who said quite clearly that, if current conditions prevail as far as contractual relationship is concerned, the average age of the secondary school teachers in Hamilton by 1986 or 1987 would be 55.

Mr. Grande: That is not your worry.

Hon. Miss Stephenson: That provides for experienced teachers. It does not provide the opportunity for young people to come in as a stimulus.

Mr. Chairman: I think Mr. Gillies had a supplementary question.

Mr. Gillies: It is a supplementary to Mr. Bradley's point about the pension. I know we discussed this in the select committee on pensions, but that is a year ago now and I do not recall the numbers. Is there a provision in the teachers' pension plan for early retirement on a reduced pension?

Hon. Miss Stephenson: Yes.

Mr. Gillies: Has the ministry looked into the possibilities of enriching that option? I would imagine it would cost a lot less than \$500 million.

Hon. Miss Stephenson: You may or may not be aware that a representative of the ministry has been chairing a committee for the past 18 months which I believe has now had something in the order of 40 meetings or discussions about items related to teachers' superannuation and the Ontario Teachers' Federation was certainly fully represented there, as was the Ministry of Treasury and Economics. There have been discussions about modifications to superannuation. There was a proposal made which, I believe, was not totally accepted by the OTF.

There is yet a further proposal at this point which the OTF is about to respond to, I think.

4:40 p.m.

The cost of making major modifications to one of the currently best pension plans in Canada is very large. The question that one has to ask is whether producing vast amounts of money for that pension plan will have a cost-benefit ratio which is acceptable or reasonable at this point as far as the educational program of kids is concerned.

Mr. Gillies: I appreciate the costs involved. I am encouraged to hear that there is a committee at least examining the options because I would have to think there is a considerable range of options that may be available that would cost a lot less than the figure provided.

Hon. Miss Stephenson: I think they dealt with some 75 proposals. In addition to that, there are boards in the province that have themselves developed some options within their own contractual arrangements which provide for some relief in terms of the constant ageing process of the teaching population.

Mr. Grande: May I just read very briefly an editorial from the Toronto Star that deals with this kind of issue? It talks about the vital choice in our schools.

A couple of those paragraphs say: "We will either overcome the limitation of public education by creating smaller classes and more individualized instruction, or we will lose many of our brightest, most promising students to private schools. Our schools will either reach out to the child who is emotionally troubled and undernourished, or ignore him because of fear and hunger and not educational problems."

I think one question, as it relates here, asks what we can do to get the older teachers to retire early. But let us not forget that the other one, which deals with educational matters, is how we can make that classroom environment better for kids. Perhaps we should be thinking in terms of lowering class size because that deals with education.

I just wanted to put that in because it is the other option that the Ministry of Education clearly has.

Hon. Miss Stephenson: May I continue?

Mr. Chairman: We have discussed a number of options. Are you still on the closures, Madam Minister, or do you want to proceed to other points?

Hon. Miss Stephenson: No. Could I now

move to funding, which was raised by both Mr. Bradley and Mr. Grande?

Mr. Bradley suggested that boards would like to have the information regarding funding earlier, and so would I. It would be better for all of us if we could deliver it earlier, but it does depend on the allocation process. Since the general legislative grants are such a significant part of the allocation process, we must wait until that process is completed before the information can be provided.

This year we managed to get the initial information out to boards on February 17, although the regulations, which take some time to develop after that initial foray into the information field, were not released to them until April 1 this year. Certainly we try to move back the date each year. Sometimes we succeed and sometimes we do not, but we keep trying because we recognize the difficulty the boards have in establishing their budgets unless they have some idea about where it is we are going.

There was a suggestion that we were shifting the burden of education to the local taxpayer. I had some figures, but I cannot find them now, which demonstrate what has happened over the past decade in the funding of education at the local level and from the province. Mr. Bradley had asked specifically if we could give him the trend since 1971. Dr. Benson has done an even better job than just that. He has in fact provided you with the information since 1942—all you ever wanted to know about it and perhaps even more. There it is, right there.

If you look at the period between 1970 and 1982, total school board expenditure, provincial grants and local taxation all increased at a comparable rate, roughly 225 per cent last year. Total school board expenditure increased by 225.7 per cent, provincial grants increased by 224.3 and local taxation by 227.2. During the same period of time, the consumer price index increased by 170 per cent, so the cost of education has risen much more rapidly than the consumer price index has.

However, it should be noted that during the same period the property tax base has grown by 53 per cent due to additions to the assessment roll, which means that although local taxation has increased by 227 per cent, the average mill rate has increased by only 114 per cent, which is significantly less than the increase in the consumer price index.

There is the sheet of information which I will gladly give to you.

Mr. Chairman: Could that information be provided to everyone, Madam Minister?

Hon. Miss Stephenson: Yes, I think we have other copies. There you are, Mr. Chairman.

Mr. Bradley: I notice a percentage in 1973 of 60.52 and in 1982 of 51.30.

Hon. Miss Stephenson: That is general legislative grant only.

Mr. Bradley: I know, and you are going to say there is a tax rebate for provincial taxpayers and so on.

Hon. Miss Stephenson: Which provides senior citizens with some relief from education tax, and that was the purpose of it. That is not directly transferred to school boards, as you know, but it does indeed provide for that amount of money which is being delivered by senior citizens in support of an educational system.

Mr. Bradley: Yes, you can say that and you can mean it in your case—

Hon. Miss Stephenson: I am not only saying it.

Mr. Bradley: No, not in your case, but there will be some, like Claude Bennett, who will get up in the House and say that is for municipal purposes too.

Hon. Miss Stephenson: No. I think that if you will look at the original statement regarding the senior citizens' taxation relief program, or whatever it is called—I cannot remember the name of it—it was directed towards relief from education taxation for senior citizens, recognizing that most of those people had made their contribution to education through all the years they have been taxpayers.

It is also, of course, directed to attempting to help those elderly people on fixed incomes to retain their independence by remaining within their own homes rather than being institutionalized.

Mr. Bradley: How long is it now we have had the Ontario tax credit in effect?

Hon. Miss Stephenson: Since 1975 or 1976, I believe.

Mr. Bradley: Despite that, if in 1975 suddenly we recognized a drop in the general legislative grant, one could say—

Hon. Miss Stephenson: But it was enriched quite dramatically, you will recall, in 1978.

Mr. Bradley: Yes, but if that happened then one could say, "Yes, I recognize why that would be the case," but since that program has been

implemented we are seeing a decline yearly in the percentage of the cost of education met at the local level by the general legislative grant. The only new thing you have brought in is the senior citizens' tax grant which is not all that much more money than they were able to get under the tax credit.

Hon. Miss Stephenson: It is several hundred million dollars per year. I am trying to remember the exact amount and I cannot, but I will get that for you.

4:50 p.m.

Mr. Grande: Was it \$75 million?

Hon. Miss Stephenson: No, but I cannot remember what the total amount was last year.

Mr. Bradley: That does not put any more money into the pockets of the boards of education.

Hon. Miss Stephenson: That is irrelevant.

Mr. Bradley: That is what I am saying. That puts it in the pockets of the local taxpayer and that is great stuff, but it does not put any more money in the pockets of our local board of education to spend on educational facilities and programs and staff at the local level.

Hon. Miss Stephenson: In 1982 it amounted to \$310 million.

Mr. Bradley: That is nice. I am pleased to see that money going into the pockets of the senior citizens who require it, particularly those on fixed incomes—I recognize the tax grant goes to just about everybody, regardless of how much money each is making—and particularly to those who really need it, which overall are the majority of senior citizens. I am happy to see that, but the point I make is it is not putting any more money into the coffers of the boards of education to meet education costs. They still have to raise so much money.

Hon. Miss Stephenson: Of course they have to raise it locally. That is part of their responsibility.

Mr. Bradley: What we are suggesting is that the local component be lessened and that your component be increased.

Hon. Miss Stephenson: I hear you.

Mr. Grande: Maybe we should put it in these terms. In 1943 the Tory promise of a 50 per cent provincial grant for education took 27 years, up to 1970, to fulfil. In 1970 there is 51.5 per cent support for educational purposes. In 1981 you are pretty well at the same level as you were in 1970, and during that decade, 1970 to 1980, it

increased up to the 61 per cent level in 1975. From 1975 it has been down the road—down, down, down.

This means basically that as you give the school boards less grant percentage-wise, the school boards have to raise it through the property tax. There is no other mechanism, is there? In effect, your own figures tell you that: 1970, 51.5 per cent; 1981, 51.37 per cent. Case made. You are giving less and less money and you are shifting the burden of the cost of education more and more on to the shoulders of the local level.

What else is there to say? It is self-evident.

Hon. Miss Stephenson: The degree of shift is certainly not very great.

The other small matter I would remind you of is that the cost of education is not specified by the Ministry of Education. The cost of education at the local level is determined by a number of factors at the local level over which the ministry does not have a heck of a lot of control, particularly in negotiations which account for about 85 per cent of the cost of education at the local level. We cannot control that cost.

Mr. Grande: That has always been the case, has it not?

Hon. Miss Stephenson: That has only been the case, really, since local contractual arrangements came into effect.

Mr. Grande: Is that why we have the bill in the Legislature, so we are going to find out how much all the people who receive money from the public purse are earning?

Hon. Miss Stephenson: Oh, the sunshine legislation?

Mr. Grande: The sunshine legislation. Is that its purpose?

Hon. Miss Stephenson: The purpose of that is to provide information to the people who pay the bills. Accountability is surely a part of any public enterprise.

Mr. Grande: That is fine, and I am not in disagreement. I have never been in disagreement with freedom of information. As a matter of fact, we have been pushing for it for a long time. All I am saying to you is whenever we talk about it, whether it is education or health or whatever, you bring in the salaries.

Hon. Miss Stephenson: All I was trying to say to you was that neither the Ministry of Education nor the provincial government has control over the increased cost of education.

Mr. Grande: Right.

Hon. Miss Stephenson: All we can try to do is to keep up with that increased cost.

Mr. Grande: Madam Minister, I am suggesting you are controlling it. You are controlling it through the decrease of the grants.

Hon. Miss Stephenson: I wish I had a greater sense of control than I have right at present.

Mr. Grande: And, by God, you are going to get it if you have your way.

Hon. Miss Stephenson: Really? How?

Mr. Bradley: If you keep decreasing the grant each year, that is going to be a very strong incentive. Sorry, I do not like using that terminology because you will tell me I am wrong in saying decreasing the grant. If you keep decreasing the percentage of the cost of education at the local level met by the general legislative grant each year, then ultimately you are going to force the boards of education to restrict their expenditures.

Hon. Miss Stephenson: No, just restrain them. That is all. I believe we all have to live within our budgetary capacity, do we not?

Mr. Bradley: We have to meet the needs—

Hon. Miss Stephenson: Do you, as the head of a household, spend beyond your capacity to earn on a regular basis?

Mr. Bradley: Some people do, to keep the economy booming.

Hon. Miss Stephenson: I asked you.

Mr. Gillies: What kind of car do you drive?

Mr. Bradley: General Motors.

Mr. Grande: You talk about the limiting resources. Where you choose to tax and where you choose not to tax is not a function of the educational system; it is a function of priorities of government.

Hon. Miss Stephenson: I must say the people of Ontario expend a great deal of money in support of their educational system.

Mr. Grande: Sure they do, and much more than they ought to, as a matter of fact, in terms of the local level.

Hon. Miss Stephenson: No. I was saying in the total cost of education they expend a very large amount of money in support of their educational system.

Mr. Grande: I do not have the figures in front of me, but they were produced last year and they show that in terms of the general revenue of the province the educational sector has been

getting less and less as a percentage of the total budget.

Hon. Miss Stephenson: And you know why.

Mr. Grande: How do I know why? Because you do not consider education to be a priority?

Hon. Miss Stephenson: No, of course not. That is not the reason for it at all. The budgetary requirement of the Ministries of Health and Education consumed considerably more than 50 per cent of the total budget of Ontario. The Health budget has been increasing dramatically, as you know. Therefore, in terms of proportion, it is obvious Education would not consume the lion's share when Health has increased so dramatically over the years.

Mr. Gillies: Stick around these committees a couple of weeks, Madam Minister, and you will find that as far as Mr. Grande's colleagues are concerned, Health is not a priority either, Social Services is not, Culture and Recreation is not, and on and on. I am sorry, I did not mean to interrupt.

Mr. Grande: What is not a priority with us is pushing money to the private sector when the private sector does not want it. That is not a priority. The private sector does not need it.

Mr. Bradley: Advertising and jets are not our priority either.

5 p.m.

Mr. Chairman: I do not think this is the point to be going into practices and priorities.

Mr. Bradley: It was the member for Brantford who brought that up.

Mr. Chairman: That is not called for, Mr. Bradley. I hear you are looking for a trip as well.

Mr. Bradley: That is right. I pay for my own jet.

Mr. Grande: Let me congratulate you in that for the first time I am aware of you brought figures that—

Hon. Miss Stephenson: I think we gave them to you last year.

Mr. Grande: Not in this format. Thank you very much.

Hon. Miss Stephenson: We did not go back to 1940 last year, but we gave you that information.

Mr. Chairman: It is one of those rare moments, Madam Minister, when congratulations have been extended to you by the honourable member. It is not too often.

Mr. Grande: It is the first time I have had a comprehensive—

Hon. Miss Stephenson: Just wait until next year because we have an even more exciting development for you next year. You are going to have so much information you are not going to know what to do with it.

Mr. Grande: Then I will be happy. Next year it will be 49 per cent support and a provincial responsibility.

Hon. Miss Stephenson: We will try to ensure that will not happen. The difference between elementary and secondary grant ceilings was raised by Mr. Bradley. If you look at the differential in constant dollars between 1970 and 1982, in 1970 the differential in 1970 dollars was \$500. In 1982, in constant 1970 dollars, we have cut it to \$276. So truly the gap has been cut in half.

We are still moving in that direction and it is our intention to continue to move in that direction. As you know, the cost of instructional units in the secondary school program is very much higher than it is at the elementary level.

The other factor you have mentioned is one that has been addressed, I think, very clearly since the requirement for a university degree for elementary teachers. Secondary school teachers' salaries are approximately 20 per cent higher than elementary school teachers' salaries, which is also a factor.

Mr. Grande: Just throw that in.

Hon. Miss Stephenson: The other little factor that probably should be introduced is the fact, which to my knowledge has not been denied anywhere within the Ontario Secondary School Teachers' Federation, that secondary school teachers in Ontario are the highest paid in the world.

Mr. Grande: I do not believe what you are doing. You are showing you are spending a smaller percentage on the educational system than you did in 1975 and now you are attacking employees and the people in the school system.

Hon. Miss Stephenson: I am not. I was simply providing you with a piece of information that has come to my attention as a result of discussions with members of OSSTF.

Mr. Grande: In other words you are treating us to the sunshine legislation.

Hon. Miss Stephenson: No, I am not. The question was asked by Mr. Bradley about the differential, and that differential has been reduced. There is still a reason for the differential in that secondary school teachers' salaries are 20 per cent higher on average than elementary school

teachers' salaries. That is a function of contract negotiations, I would gather.

Mr. Bradley: They are higher because, by and large, their qualifications are greater.

Hon. Miss Stephenson: They started off that way, yes.

Mr. Bradley: There still are a number of people within the elementary school system who would not have the level of qualification that secondary school teachers would have, so that would be a factor. But two people with the same set of qualifications, one at elementary and one at secondary, are in most boards of education now paid the same or very close to the same salary.

Hon. Miss Stephenson: I cannot tell you whether that is universal because I do not know.

Mr. Bradley: I think there can be some variances depending on the different contracts.

Mr. Gillies: Do we know what percentage of that grant roughly would go in salaries? It must be the lion's share of it.

Hon. Miss Stephenson: The percentage of the total educational cost which relates to salaries and wages is 85 per cent approximately. It is about 75 to 77 per cent for teachers and the remainder is other staff.

Mr. Gillies: I honestly do not see how you can divorce the issue of funding and the issue of salaries so intertwined are they.

Mr. Grande: I have never tried to divorce it. All I am saying to the minister is this has been the case ever since I can remember. If you go back to whatever year, starting in 1943, you will find out it is labour-intensive. The educational system is labour-intensive; therefore the lion's share of that budget is going to go to salaries. There is no question about that. You can go back to 1943 and you will find that somewhere between 75 and 80 per cent of the board's budget has gone to salaries. So why are you making a point of it now? I do not understand.

Mr. Gillies: Honestly, I do not see how you can criticize the minister for mentioning the salary scales, when you were talking about funding a few moments ago, since 85 per cent of that money is going into salaries.

Mr. Grande: I thought that was common knowledge and I think the minister is making too much of that. Maybe it would be instructive for you to go back to 1943 and find out what percentage of the budget of a school board went to salaries.

Hon. Miss Stephenson: Mr. Grande, I have no quarrel with the fact that it is a labour-intensive area.

I was simply providing you with information which is still relevant in terms of the gap between the ceilings for elementary and secondary school education. That is the question Mr. Bradley had asked.

Mr. Grande: Could you provide us with the information I am seeking? Is it possible?

Hon. Miss Stephenson: The information from our resident expert in funding is that the proportion consumed by the board of education employees' salaries and wages has grown marginally since 1943. So it is indeed slightly greater now than it was in 1943, when you said it would be approximately the same.

Mr. Grande: Could we perhaps have the figures attached to this?

Mr. Chairman: Is it possible, Madam Minister, to have such figures?

Hon. Miss Stephenson: I am not sure we have those records. Dr. Benson informs me that 1943 was before he was born, which I find painful to acknowledge.

Mr. Grande: I was born in 1943 and we have had a Tory government since then.

Hon. Miss Stephenson: Thank goodness.

Mr. Grande: It has been too long.

Mr. Chairman: Madam Minister, will you explore the possibility of getting this information if it is possible? We would appreciate it.

Hon. Miss Stephenson: Oh, no, pasteurized milk came in long before 1943. I remember when it came in.

Mr. Chairman: If it is at all possible, I am sure the minister will provide the members of the committee with that information.

Hon. Miss Stephenson: If they have any information of that sort, we shall be happy to.

Mr. Chairman, the question of the funding of continuing education has arisen in both presentations, and the impact of that funding change—

Mr. Grande: I am sorry, Madam Minister, are you going to talk about the sales tax and what happened there?

Hon. Miss Stephenson: No. I am going through funding at this point. I had suggested that I would address them in the areas of general discussion, funding information, program and then legislative and other activities. Okay?

Mr. Grande: But you will address the sales tax question?

Hon. Miss Stephenson: Yes. As a matter of fact, it is the next item after this one, but it arose in Mr. Bradley's presentation before sales tax and that is why it is in this order at this point.

The decision to carefully examine the funding for programs of continuing education was taken before I was Minister of Education. The process began. It was intensified with the appointment of Mr. Maudsley to develop the study on continuing education.

The information which came to us as a result of that study, and as a result of our own examination of the matter, demonstrated that a considerable amount of funding was being provided in support of those courses which could not in any way be construed as a part of the government's responsibility in the provision of public education, both at the community college level and at the school board level.

We began to look at this very carefully when the new funding mechanism for the college system was developed. A decision was taken to reduce the funding for noncredit courses at the college level. It was decided, as a matter of fact, to reduce it totally in one year. Then a decision was taken that it would be done better in two stages, and that was done. During all of that time the school boards had been aware that we were looking very critically at noncredit courses in continuing education.

In fact, at the time the announcement was made last year regarding the community college funding reduction, the Ontario School Trustees' Council was informed that the same sort of process would be taking place in terms of noncredit courses for school boards because we felt the responsibility of the ministry was to ensure some equitability in the distribution of funds.

5:10 p.m.

The policy which has been established, based primarily on the information we have developed and on the very good study Mr. Maudsley developed, was that we had a responsibility to ensure that those who wished to improve their education would have an opportunity to do so, either through the community college system at a reasonable level or through the public system, elementary and secondary.

Therefore, we made probably the strongest commitment to adult basic education that has been made anywhere, that is, attempting to assist boards to ensure that those who required instruction and assistance in developing capacity both in literacy and numeracy—a matter which was raised frequently during the Bill 19

hearings and which was of some concern to all of us during those hearings—would be a part of the responsibility of the Ministry of Education and of public education, and also that those programs should be provided at no cost to those who are participating at the elementary-secondary level.

We were also very much concerned about the excellent courses developed to provide instruction in the English language for new immigrants, particularly those courses which led them to achieve citizenship in Canada and those which provided sufficient knowledge of the language to assist them in being able to do training or achieve employment within Ontario. This was particularly so because the federal government has pulled out unilaterally and somewhat dramatically from support of that program which was, as you know, established at the community college level.

Because we knew that the colleges had in many instances developed very good programs, there is an amendment in Bill 46 which permits boards of education to purchase that kind of instructional program from the college system. The board will ensure that students who enrol in that kind of course may indeed go to the college where the course is being provided, and the board will provide, through the grant system and their own funding mechanism, the wherewithal to ensure that those people can take those courses without cost to them.

We were also very concerned about the enrichment courses which are provided for students and the courses which could be considered "cultural" in description. During the study which Mr. Maudsley carried out, he became acutely aware—and we became very much aware—of the fact that there were several thousand organizations in the province with the capacity to provide a number of programs.

They felt very strongly that their capacity was being limited and their experience impeded because boards of education had a great advantage over them. They wished to be involved in the provision of instruction of a cultural nature or programs which are based upon certain gymnastic or athletic kinds of activities.

In order to ensure that those continue, we have been having consultation with both the Ministry of Citizenship and Culture and the Ministry of Tourism and Recreation, which have responsibilities in that area, to make sure that those groups, such as folk arts councils, will have the opportunity to continue to provide the programs.

We also wanted to make sure that the facilities of the schools, which are very good for the provision of programs, would be available to those groups. Therefore, we have provided a specific grant this year, based upon the enrolment in the board's jurisdiction at both the elementary and secondary levels, a fixed amount which is to encourage boards and to help them make those facilities available.

There are certain courses provided at the secondary school level, such as typing and study of English literature, which could be considered to be part of those credits, although they are not total credits at the secondary level. If the regional office deems those courses to be significant portions of a credit, when the board brings those courses to its attention, they too will be funded. These are courses such as typing and some of the applications of the technology programs available in secondary schools. We believe strongly that our responsibility is to help people achieve credits both academically and vocationally.

Mr. Bradley: Was that your intention all along, or is it as a result of representations you have received?

Hon. Miss Stephenson: No, that was our intention all along.

Mr. Bradley: Specifically, as to the funds provided through the boards of education, such as certain folk arts councils, what kind of firm commitment do you have from the Minister of Citizenship and Culture (Mr. McCaffrey) that those funds will continue?

Hon. Miss Stephenson: I can tell you that the Minister of Citizenship and Culture is extremely interested in playing a significant part in ensuring that those councils will continue to be able to provide the programs. We want to be able to help the boards to provide the facilities for them.

Mr. Bradley: Let me ask you this question, and you may not be able to give me the precise answer, but perhaps a general one. Can these groups expect the same level of funding, all things taken into account—that is, the funds you provide for the boards of education to provide facilities, plus any direct funding to these groups—that they had previous to your torpedoing this program?

Hon. Miss Stephenson: I did not torpedo anything, as a matter of fact, and that is a very inappropriate use of language.

Mr. Grande: I think it is very descriptive.

Hon. Miss Stephenson: I would think that the amount of funding which has been made available is probably fairly reasonable since I know that the funding which has been made available to the boards is significantly larger than that to those groups. I do not think it should be a problem, but I cannot guarantee anything at this point because I do not know.

Mr. Bradley: So my next move would be to go in and ask the Minister of Citizenship and Culture—

Hon. Miss Stephenson: I am not sure that he is ready to answer it at this point, but I do know that the funding which is being provided to boards from September to December of this year should enable them to continue to do it anyway.

Mr. Bradley: Are you finished with continuing education? One thing I touched on was the summer program, and I have not discussed this yet.

Hon. Miss Stephenson: The noncredit summer program?

Mr. Bradley: Yes, the noncredit summer program for kids. It is not adult education. It fits in under continuing education. I understood from talking to some people at my local board that there is a possibility this program will be reduced.

Hon. Miss Stephenson: Such as?

Mr. Bradley: I cannot give you instances, but that seems to be the problem.

Hon. Miss Stephenson: If it is a credit program, it will certainly be funded.

Mr. Bradley: It is noncredit. There are apparently some noncredit summer programs at the elementary school level that may have to be dropped, I understand.

Hon. Miss Stephenson: Are they enrichment programs?

Mr. Bradley: Some of them could be.

Hon. Miss Stephenson: Those are part and parcel of the funding mechanism. If that is what they are, they will obviously be funded through the \$2 and \$6 grant.

Mr. Bradley: What I will do is to check back on this with my sources and perhaps bring it up further.

Hon. Miss Stephenson: You can find out what they are.

We wanted to ensure that the enrichment programs, which are very valuable, could con-

tinue. That is part of that additional funding as well.

I would like to tell you that there have been a number of newspapers in this province which have felt very strongly that what we are doing is absolutely correct. I will quote to you from the April 7, 1982, Kitchener-Waterloo Record.

Mr. Bradley: I already read that.

Hon. Miss Stephenson: It says: "In the halcyon days of the sixties the Ontario government lavished money on the education system at all levels. It answered nearly every appeal for financial support, no matter how dubious the cause."

Mr. Bradley: Who was the Minister of Education at that time? The Honourable William Davis.

Hon. Miss Stephenson: To continue: "However, in these days of forced restraints, it is necessary to measure the sensitive costs, and that is what the government is doing when it ends support for noncredit courses offered by school boards in the evening and summer."

It says here that the arguments against the cuts raised by Mr. Jim Bradley "are hardly valid. The only valid criticism is that Ontario went overboard years ago." Note the words "are hardly valid."

Mr. Gillies: But surely the K-W Record is a Liberal paper.

Hon. Miss Stephenson: That is exactly right.

Mr. Gillies: That is what I thought. Mr. Bradley, you had better resign.

5:20 p.m.

Hon. Miss Stephenson: Here is a quote from the Peterborough Examiner, and from my knowledge of the Peterborough Examiner I do not think it is a Conservative paper either:

"The public should not complain. The only other way out of the tight money situation is an increase in taxes, and certainly no one would vote for that in these recession days when money is even tighter for the citizens than for the government.

"It is valid to argue, as one education trustee did, that general interest courses provide a very valuable educational service for many people who would not otherwise receive any direct value for their tax dollar, but even they would not welcome a significant tax increase and the effect that that would have on inflation.

"We have learned a lot from general interest courses and now we are getting a course on how to make ends meet."

Mr. Bradley: Neither of those newspapers supported your expenditure for Suncor or the jet either. Perhaps I could bring in the editorials on those two.

Mr. Gillies: Having heard those articles, Mr. Bradley has no option but to resign.

Hon. Miss Stephenson: The Guelph Daily Mercury, which is the home town paper of one of Mr. Bradley's colleagues, notes: "The ministry's rationale, logical in these times of restraint, is that support withdrawn from noncredit courses can be concentrated in areas where it is truly needed. We have no argument with that."

Mr. Bradley: Like Bill 82.

Hon. Miss Stephenson: So it has not been entirely unpopular, Mr. Bradley.

Mr. Bradley: What you are doing is taking it from continuing education and placing it in Bill 82.

Hon. Miss Stephenson: No, that is not true.

Mr. Bradley: If you are increasing funding in that area, you are taking it from another area.

Hon. Miss Stephenson: It is going to adult basic education in a way in which that has never been directed before, and it is my firm hope that we will solve many of the problems of that area through the actions and function of school boards and the ministry.

The other item that was raised—these two items were related—was about programs that the ministry encouraged boards to get involved in and then pulled the rug out from under them.

I am not sure in anything I have ever read about continuing education that there was ever any intent that continuing education at the secondary school level would encompass noncredit courses of the variety which we have seen. I am not even sure if we envisaged that it would encompass some of the courses that might be considered even partial credit at this point.

None the less, boards, being imaginative and innovative and always ready to engender more funds, did a very reasonable job of stimulating interest in noncredit courses. As I said, there are a number of groups out there that would love to be involved in noncredit courses, that feel they have been at a significant disadvantage because they did not have the kinds of facilities to simply open the doors to the public and say, "Here, for \$10 you can have a gourmet cooking class in the school."

The other area was all-day kindergarten. I am aware that there was a statement made by my

predecessor at one point that there might be some merit in going in this direction. However, we have looked as carefully as we possibly could at the impact of all-day kindergarten in terms of the educational experience. Truly, there is not sufficient validation of that all-day program to consider maintaining it at this stage when funding is not as easy to come by as it used to be.

Therefore, the decision was made that, instead of allowing some boards to have an advantage over some others, we would fund half-day kindergarten. The boards were informed two years before it came into effect. It was in the general legislative grant information of January or February 1978 that boards were informed that this would be reduced. The reduction was achieved in September 1981. They were given that period of time to adjust their programs.

Mr. Grande: Do you mean to tell me that when Tom Wells was sitting where you are sitting and telling me he was going to consider extending that full-day kindergarten grant to other school boards, you already made the—

Hon. Miss Stephenson: No. What I am saying is it had to be January 1979 when the decision was made and boards were informed through the general legislative grant information. It did not come into effect until September 1981. You will recall that I became minister in August 1978.

Mr. Grande: I would like to ask some questions on the continuing education noncredit courses. Are you aware—obviously you are aware because Jane Dobell of the Ottawa Board of Education phoned you so many times that she one time said you were not returning her calls any more.

Hon. Miss Stephenson: Jane Dobell?

Mr. Grande: Yes.

Hon. Miss Stephenson: If Jane Dobell has ever phoned me when I have not been in the office and it has been listed on the phone record I have phoned her back, but I can tell you that she talks to at least one official within the ministry daily. To suggest that nobody is returning her calls—

Mr. Grande: She was referring to the officials; she probably was not referring to you. Are you aware that when you talk about continuing the credit courses, etc., in the Ottawa area you are really talking about 86,000 people or thereabouts who register in noncredit courses? Do you have an idea of the magnitude involved?

Hon. Miss Stephenson: Yes. You are suggesting

that all those senior civil servants could not possibly pay anything for their courses?

Mr. Grande: What I am suggesting to you is that when continuing education and the noncredit courses began, at that time no one in the government said—and I am glad you admit you think it was a mistake your government made back in the 1960s when there was lots of money around and it was throwing money around like it was going out of style—

Hon. Miss Stephenson: I think the intent of continuing education funding was to provide opportunity for people to develop secondary school credits as a result of night school provisions at the secondary school level.

Mr. Grande: Do you recall that at those particular times—

Hon. Miss Stephenson: I recall in North York when continuing education started, as a matter of fact, and that is what was provided. It was only in the next decade or so that a number of other items appeared on the agenda as well.

Mr. Grande: We were talking about the leisure society, about the fact that noncredit courses would help people in the sense that they would be able to gain some skills or to gain some knowledge and would be participating within the educational system. Those were the things that were talked about in the 1960s; hence the government decided it was a good area to go into and to allow the boards to do it. Therefore the government did encourage the boards to go in that direction. Don't say it did not.

Hon. Miss Stephenson: All I was saying was that I do not think the boards needed any encouragement.

Mr. Grande: The boards of education in this province are trying to deliver a service. Whether the service is to kids or the service is to adults within the community, basically it is a service they deliver.

Hon. Miss Stephenson: The responsibility of boards of education is to deliver programs which relate to elementary and secondary education.

Mr. Grande: You just agreed that it was your government that encouraged them to go in that direction because obviously you were funding them.

Hon. Miss Stephenson: No, encouraged them to provide that kind of program.

Mr. Grande: Encouraged them because at that time in this province we were also talking

about continuing education, lifelong, all from the cradle to the grave.

Hon. Miss Stephenson: That is what that excellent document developed by Don Maudsley talks about as well. What we are trying to determine is the area of public responsibility for the provision of educational programs, where does it begin and where does it end.

5:30 p.m.

Mr. Grande: I am sure you are not denying that as a government you decided to go into this area. You were funding it. You obviously made a decision that this is an area in which you wanted the people of this province to involve themselves.

The boards tried to deliver that service. Whether or not the boards pushed it along, encouraged it, got people involved and popularized the idea—and, I grant you, they probably did—the fact is that a lot of people in Ontario were getting a service through those noncredit courses.

Hon. Miss Stephenson: A lot of groups aside from boards of education developed interest and capacity in the provision of noncredit courses which they, in addition, provided as a service to a large number of people whom they had felt very keenly, apparently for the past decade or so, were at a significant disadvantage in that they did not have public funding available to them to provide that service to the public.

Mr. Grande: What are you talking about?

Hon. Miss Stephenson: I am talking about the YMCA and about a number of local groups which had the capacity to deliver any number of educational programs.

Mr. Grande: Are you trying to tell me that you had representation from the local YMCA and other groups about this?

Hon. Miss Stephenson: Yes. You have not read *The Third System* obviously.

Mr. Grande: I have, at least the areas I am interested in.

Hon. Miss Stephenson: There certainly were representations made by a number of groups interested in that kind of educational provision.

Mr. Grande: You may push me to talk about a pet thing we are going to look at in the members' services committee in terms of each member in this place having a researcher to read all this information that comes across the desk. Anyway, that is not for here.

You were mentioning some of the articles

that were favourable to the cutback you imposed upon school boards and upon people in this province. Let me read you some articles.

The *Hamilton Spectator* on April 7 said, "The trustees passed a resolution condemning the ministry decision and also voted to have the board chairman send a letter on their behalf protesting the action to Education Minister Bette Stephenson."

Hon. Miss Stephenson: You read the letter, I think, did you not?

Mr. Grande: Yes, that is right, but it is in the article, is it not?

Hon. Miss Stephenson: That was not an editorial in the newspaper; it was an article in the newspaper.

Mr. Bradley: The Waterloo Board of Education expressed that view.

Mr. Grande: Here is another from London: "London Pensioners Fight to Keep Special Courses." The *North Bay Nugget* has a headline, "Community Education Popular." The article says: "While the Minister of Education has announced a drastic cut in funding for continuing education, the Nipissing board will offer one last summer of fun education from credit courses in drama to six athletic camps." They talk about the fact that these courses are being cut.

An Ottawa paper says, "Instead, it will make unlimited grants to boards for driver education." I guess they compare and contrast the ones you left in there, the heritage language—

Hon. Miss Stephenson: You said driver ed?

Mr. Grande: Yes, driver ed. You allowed driver ed; as a matter of fact you have been maintaining it.

Hon. Miss Stephenson: Yes.

Mr. Grande: "I think it is a step backward," Carleton Board of Education chairman Edward Campbell said. "I am not happy with it because we are in a time when there is an increased need for recreational courses." According to the *Kingston Whig-Standard* of April 8, "Watson"—I assume he is a trustee—"said it was just one more example of action by the government that would destroy the board's faith in the ministry."

Hon. Miss Stephenson: He is also the Liberal candidate in Kingston. He is extremely objective.

Mr. Grande: Are you trying to tell me the Tories are not concerned about these kinds of things?

Mr. Bradley: Only the New Democrats.

Hon. Miss Stephenson: I am not trying to tell you that at all.

Mr. Grande: What was the remark you were making?

Hon. Miss Stephenson: I made a comment, that is all. You make comments with great regularity. Am I not permitted to do so?

I would remind you that the commitment to driver education has been maintained and certainly the commitment to heritage language has been increased.

Mr. Grande: Increased?

Hon. Miss Stephenson: If you would like to go to that item right now I would be delighted to do so, since that is a part of the continuing education budget of the ministry.

Mr. Grande: That is fine. You can go to any other thing you want.

Hon. Miss Stephenson: I think you are aware there has been a great deal of concern expressed in Toronto about the study report done for the Toronto board. I did receive a letter from the Toronto board with 17 resolutions or recommendations in it which ask specifically that we change the legislation to permit the introduction of increased languages of instruction within the province.

I think you probably should know that today I sent a letter to the chairman of the Toronto board which I—

Mr. Grande: How would I know? I did not get a copy of that.

Hon. Miss Stephenson: —would like to read to you at this point. The letter is dated June 9, 1982. It reads:

“Dear Mr. Spencer:

“Thank you for your letter of May 12, 1982, regarding the final report of the work group on third language instruction of the Toronto Board of Education. It is clear that the key recommendations for which the Toronto Board of Education has requested approval contravene the Education Act. Heritage language programs are governed by a memorandum, 1976:77-46, which states: ‘Such classes may be offered after school or on nonschool days or where numbers justify an extension of the required five-hour school day.’

“The commitment of the Toronto Board of Education to the development of programs which are sensitive to the language backgrounds of its pupils is acknowledged. However, it is our feeling that this commitment can be realized within the existing provision of the Education

Act and regulation 262. The government, therefore, is not prepared to make changes to the language requirements currently set out in the Education Act.”

Mr. Grande: That is basically what you said publicly the very same day.

Hon. Miss Stephenson: Oh, no, I did not say it on the very same day.

Mr. Grande: The day after or whenever. The board decided on Thursday and you made the comments in the Toronto Star on Saturday. Basically, you said it was not in accordance with the Education Act.

Hon. Miss Stephenson: I did not make comments in the Star on Saturday.

Mr. Grande: Sure, you did.

Hon. Miss Stephenson: I said it would require changes to the Education Act.

Mr. Grande: Sure, that is what you are saying. Now you are saying you are not prepared to make the changes.

Hon. Miss Stephenson: I did not say that in the article in the Star. I think I said very clearly it would require changes to the policies of the Ministry of Education—

Mr. Grande: As a matter of fact, you said it was illegal.

Hon. Miss Stephenson: —and the general legislative grant regulations and to the legislation. I said I would have to consider those in the light of the educational needs of all of the children in the province because they could not be considered for one area only since this program is now province-wide.

I believe this year there are 78,000 children involved in the program, of which 48,539 attend schools in Metropolitan Toronto and I believe about 35,000 of those are in the Metro separate board's jurisdiction. That leaves about 13,000 in the jurisdiction of other boards in Metropolitan Toronto, not all of which are under the Toronto board. For example, there are 4,000 in the Roman Catholic Separate School Board of Dufferin-Peel; 1,000 in the Waterloo county board area; and 700 in the Waterloo Roman Catholic Separate School Board. In Hamilton-Wentworth there are 2,000; in Lakehead there are 210; and in the RCSSB in Lakehead, 262.

Because of the fact that a significant number of those pupils are attending school outside of the city of Toronto, any change we make would have to relate to all of the children who are involved in heritage language programs. It seems to me that the objectives of the heritage lan-

guage programs can be achieved through the mechanisms in place now.

Mr. Grande: I do not want to get into any great debate about this. I am sure the chairman of the committee would agree with me, if not 100 per cent, at least 90 per cent—

Mr. Chairman: I would be very careful to insinuate I would agree 100 per cent with you, Mr. Grande.

5:40 p.m.

Mr. Grande: Knowing a little bit about your background and where you come from, I would think there would be agreement. But then I am making an assumption. You can say it is an assumption and if you do not want to discuss it, that is fine.

In my remarks, I was not referring to the heritage language program as conceived in 1977. It took a long time to get you to understand the need for that, but to your credit, you moved. That is great.

We are now talking about something different. We are talking about Saturdays and Sundays and after school. Why is it that the heritage language program, as you have it now, does not balkanize the community along language lines, but as soon as it goes into the regular program of the school it does balkanize it?

Hon. Miss Stephenson: I said it had the potential to do that. I did not say it necessarily did. I said there was a danger it would.

Mr. Grande: In other words, you are saying it still has the danger of balkanizing even though it is after school. I do not see the difference.

Hon. Miss Stephenson: No, when a board provides a heritage language program it provides it on the basis of demand for that program by the students and the parents. In most instances, the boards provide a central place or a central school if the numbers are relatively small throughout the area board's jurisdiction.

It does not provide it in all schools. It provides it in one place. It does it at a time which is convenient for both the students and the parents, which may be Saturday or after school. There are some limitations on the period of time which can be offered, for funding, under the regulation.

Mr. Grande: Two and a half hours per week.

Hon. Miss Stephenson: Two and a half hours a week. Boards have made arrangements to ensure that program is provided and children who want to participate in it can get to that program. It is there.

If you were to integrate, as a language of instruction, what is currently a heritage language—for example, Punjabi—in the city of Toronto, it would be very difficult to provide that in a number of schools, simply because of the logistics and because there are probably not a large number of certified teachers with a capacity in Punjabi.

Therefore, in order to organize it appropriately, the board would have to concentrate that program within one school. That would mean those children who wanted to participate in that program, while they might live in the north end of Toronto, would probably have to move to some other part of Toronto to participate in that educational program.

Mr. Grande: But the problem in the logic you are using, is that if you want to teach—your example, Punjabi—during school hours, kids have to come to the school from other areas. If you want to teach Punjabi after school, the kids will still have to come to that particular school, would they not?

Hon. Miss Stephenson: Yes.

Mr. Grande: So where is the balkanization? Where is the difficulty?

Hon. Miss Stephenson: Those children are attending the schools in their normal area of residence during the day.

Mr. Grande: But you would not have enough, obviously.

Hon. Miss Stephenson: They are participating in school activities with any number of children who are not necessarily taking the Punjabi heritage language program. They have that additional opportunity, as a result of that board's offering, to join with those other children who are participating in that program after school.

Mr. Grande: If you have three kids in a specific school area whose parents want their kids to take Punjabi, you could not offer it after school because you do not have enough kids. Those kids would have to travel.

Hon. Miss Stephenson: That is just what I have said.

Mr. Grande: Exactly. If you offer it during the school day, those kids would have to travel. What is the problem?

Hon. Miss Stephenson: They would have to travel for their entire school program, the entire school day, to a specific school in which they

would be concentrated with all of the other children who were learning Punjabi.

Mr. Grande: What is the problem with that?

Hon. Miss Stephenson: There is no problem with it. My concern is they would not have the opportunity, which they now have, to participate in their school day, during the regular curriculum, with any one of a number of other students who are not necessarily involved in the language instruction program.

Mr. Grande: That is the reason you are saying it balkanizes along language lines?

Hon. Miss Stephenson: I said it has the potential to do that. For organizational purposes, boards would have to seriously consider concentrating the students who are interested in a heritage language in a small number of schools to provide the program for them, organizationally.

Mr. Grande: The other question was on legislation applying to the whole province. We have heard about permissive legislation in this province before. It does not have to apply to the whole province. If a school board wants to accept it, a school board will do it. That is what permissive legislation is all about. It is not mandated.

Hon. Miss Stephenson: The heritage language legislation is permissive, as you know.

Mr. Grande: Exactly. Scarborough is now doing it. Okay. So, when you were talking about it not being done for one single school board—

Hon. Miss Stephenson: Not integrated into the curriculum. To my knowledge, there is no permissive legislation when a board begins to offer a program. That is another problem. Under the legislation, if a board offers a program it must be offered to all children within that board's jurisdiction under the current legislation.

Mr. Grande: I am sure if the will was there to make it happen, you would make it happen. I want to repeat the question to you. The question is not on the basis of education because it has been proven over and over again that it is a positive factor in education.

Hon. Miss Stephenson: But there is the possibility of using the transitional language capability to provide the appropriate introduction of those children whose family language is not necessarily either English or French, into the language of instruction within the school system. At present, there are two languages of

instruction. I am not convinced that should be modified for all children.

I think the heritage language program is a very good program. It is one we intend to continue to fund.

Mr. Grande: I certainly hope so. It is a good program, as far as it goes. I agree with you. I am not in disagreement. However, what I have been attempting to do for the past seven years, is to try to relieve your fears and, more importantly, the fears of the people in Ontario, that the end of the world will not come if children learn a different language.

Hon. Miss Stephenson: No one is suggesting that learning another language is anything but beneficial to children. The language of instruction within Ontario schools is one of two; either English or French. The basis of the resolutions of the Toronto board were specifically directed toward an expansion of the languages of instruction in the province.

Mr. Grande: As I said at the beginning, the political lines are drawn on the issue. That is all that is required for the time being.

Hon. Miss Stephenson: One of the other requests of the board is one we would be pleased to comply with. It is one of the secondary education review project recommendations and one we have been intending to develop. That is the capacity to develop the curriculum guidelines for third language instruction at the secondary school level for credit purposes.

That is a very reasonable and appropriate goal. We would certainly accept the Toronto board's offer to work with them for that specific purpose.

Mr. Chairman: I am so tempted to ask a few questions that relate to this as a supplementary.

Hon. Miss Stephenson: Do you want to vacate the chair?

Mr. Chairman: I do not know. If the committee wants me to, I certainly would vacate the chair, but if you are comfortable with my sitting here and just asking two or three brief questions, I—

Mr. Grande: Do you have a vice-chairman here?

Mr. Chairman: Do you want it? All right. I will try to kill the rest of the minutes.

Mr. Grande: Please don't. I have questions to ask.

5:50 p.m.

Mr. Shymko: The question I wanted to ask the minister is basically this. I guess it is well

known that the heritage languages as such, or third languages, have been subjects of study by a number of young people in this province probably going back 20 to 25 years before the ministry decided to give supportive assistance to them.

In other words, within their own cultural and community centres, communities in this province have been teaching the heritage languages for years. I know that in my family not only me but my kids certainly went through it.

So I think the decision by the ministry a few years ago to take this responsibility has not only been a progressive legislation, but Alberta has been—

Mr. Grande: There is no legislation, just by memorandum.

Mr. Shymko: It is a policy. Okay. I think the Education Act provides—

Hon. Miss Stephenson: There is legislation and it relates to continuing education. Heritage language is a portion of continuing education by policy.

Mr. Shymko: Madam Minister, I have a few questions.

The first one is related to the decision that was made to allow the teaching of heritage languages through the continuing education program to be provided essentially in the public school or in school facilities rather than in community centres.

There are a number of community centres not funded or assisted by the heritage language program which provide these languages as subjects of instruction, as they have over a number of decades.

Is there any way that a community centre, where the languages or programs have been taught for 25 years by accredited teachers, can also be used as a facility for the study of heritage languages outside a particular school building?

Hon. Miss Stephenson: It is my understanding that at least one board, about which I know something, has made an arrangement with a cultural society to provide for that kind of instruction. It is, in fact, carried on within a school within the board's jurisdiction, but the instruction is certainly carried out by the individual, the principals of the cultural society.

It thereby comes under the aegis of the board and is funded through the continuing education program.

Mr. Shymko: In other words, a board may give permission to a particular voluntary or community organization to provide that instruction?

Hon. Miss Stephenson: It is not permission. It is, in fact, on the basis of an agreement between the board and the organization that the instructional program will be carried out.

The circumstance I know about is related to the Goethe Society, as a matter of fact, and the instructors are members of that society. The funding and site for the program are provided by the board as well, and it is carried out within a school.

Mr. Shymko: I would like to stress that particular aspect because we know we are trying to give some importance to the voluntary sector; to communities that, on their own efforts, have built centres and provided these subjects. I think they are very sensitive having these buildings empty of the 700 or so kids who use the facilities.

We are trying to stimulate the self-initiative of a voluntary sector to provide various services, be they cultural or educational, in this matter. I just wondered if the ministry could have some influence in providing more flexibility and perhaps ask whether the Toronto Board of Education would give such permission to the approximately 20 community centres I know of which provide heritage language instruction not accredited or recognized by the Toronto Board of Education.

Hon. Miss Stephenson: Legally, the board must be the provider of the educational program. As I said, the arrangement can be made with various groups to provide the instructors for the program. I think it can probably be provided anywhere as long as the board is legally the provider of the program.

Mr. Shymko: The second question, dealing with the accreditation of some of these courses—

Hon. Miss Stephenson: The one stipulation I must remind you of is that the pupils must be resident within that board's jurisdiction and pupils of that system.

Mr. Shymko: There are definitely changes and differences in a number of communities regarding the city of Toronto board of education resolution.

In my constituency, for example, I have two schools. One is Argentina Public School, which has been renamed Sunnyside Public School. It has a large concentration of Canadians of Polish origin. There were five bomb threats because of international developments, but not because Polish was a part of the school curriculum within school hours.

For three or four years, the heritage language

of Polish was being taught as a subject within school hours. Was this legal or illegal? This was an agreement apparently struck by the principal, the staff and the parents of that school.

Hon. Miss Stephenson: Unless there were additional times made available for the ordinary curriculum, I do not think it could be construed as being legal.

Mr. Shymko: Would you study the option of perhaps allowing for a local decision in this area—for the principal, staff and parents to decide whether or not they could provide the flexibility of extending hours of instruction within the school day to allow for that, so it does not become illegal?

Hon. Miss Stephenson: That is available now. It is done by the Metro Separate School Board, as you know.

Mr. Shymko: The other school is Swansea Public School, which you visited and where apparently the heritage languages are studied on Saturday. If they were to integrate this within the school hours they would have to eliminate a program for approximately 300 to 400 kids because they are not concentrated in the area.

They do come from all over the place, and the language here, I believe, is Ukrainian. In other words, we have communities that have different views depending on the concentration of these groups.

Hon. Miss Stephenson: And the numbers of children involved.

Mr. Shymko: Is accreditation for, say, 11 years of studying Japanese at the Japanese Canadian Cultural Centre possible in the same way as you accredit a private piano or music course?

Hon. Miss Stephenson: No. You will be aware that the secondary education review project recommended we not extend that accrediting mechanism.

What I am saying is that at the present time there are "experimental credits"—as I guess they're still called—within the Toronto board jurisdiction. If I am not mistaken, I think they are related primarily to Mandarin, where accredited instruction is indeed provided in the secondary school program for students who study it.

What we are offering to do is to work with the teachers' federation, the school trustees and the boards to develop the kind of curriculum which could lead to an extension of third language credits for instruction provided within the curriculum of secondary schools. As you know,

Spanish, Russian, Italian and other languages have been traditional credits, and it is possible that we could develop that capacity as well.

We know that there are some good curriculum developments which could be expanded and used in other parts of the province, if indeed you can find the accredited teachers to provide the programs. But that would be an integrated program within a secondary school.

The Vice-Chairman: Mr. Shymko, I think we have passed the hour for adjournment.

Just on a short procedural matter, the Provincial Secretary for Social Development (Mrs. Birch) was asking me if we still expected to get to her estimates next Wednesday. I cannot conceive, in view of the fact that we have eight hours remaining in Education, that we would get to them before the subsequent Monday. Shall I instruct the clerk to tell Mrs. Birch it is likely we will get to those estimates on Monday, June 21? Is that agreed?

Mr. Grande: Mr. Chairman, before you adjourn, I am wondering if we are going to have the Education Relations Commission before us at any time during the next eight hours.

Hon. Miss Stephenson: That is a part of the estimates of the Ministry of Education and the chairman or the executive director of ERC will be here when it comes up in the appropriate vote, yes.

Mr. Grande: Madam Minister, I am not referring to the appropriate vote. What I am referring to is in terms of the Speaker of the Legislature being petitioned to have the ERC report before this committee. My understanding is all we have to do is to decide—

The Vice-Chairman: Mr. Grande, I am led to understand that is a separate issue. That would not normally fall within the aegis of these estimates. The committee can order that the ERC report be brought before the committee at any time.

Could I suggest, since it is after 6 p.m., Mr. Grande, that we make this the first order of business when we come back on Monday after routine proceedings?

Mr. Grande: We could, but I would really like to find out if it is possible that the ERC or someone from the ERC be here on Monday. That is ordering the committee, I guess.

The Vice-Chairman: I think, as the minister has indicated, there would be someone here from the ERC when we come to vote 3203, item 1, which is the regular vote. Unless the commit-

tee orders differently, that would be the regular procedure.

Mr. Grande: Well, then it has to be in the form of a motion. Is that what you are suggesting?

The Vice-Chairman: Certainly. Okay, this committee stands adjourned until Monday following routine proceedings.

The committee adjourned at 6:03 p.m.

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Benson, Dr. R., Acting Director, Grants Policy Branch
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Ontario LEGISLATIVE ASSEMBLY

No. S-9

Legislature of Ontario Debates

Official Report (Hansard)

Standing Committee on Social Development

Estimates, Ministry of Education



Second Session, Thirty-Second Parliament

Monday, June 14, 1982

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Monday, June 14, 1982

The committee met at 3:29 p.m. in committee room 1.

ESTIMATES, MINISTRY OF EDUCATION

(continued)

Mr. Chairman: I see a quorum. You will see on the Order Paper that you have seven hours and 43 minutes remaining for the estimates for the Ministry of Education.

It is my understanding, and it may have been the perception of most members of the committee, that the discussion on Mr. Grande's motion on the very first day of the estimates—which lasted approximately an hour and 10 minutes—was to be part of the estimates time. That was Mr. Grande's understanding and I believe that some members of the committee share this.

I want to officially ask you if there are any objections to including that time of one hour and 10 minutes as part of the estimates. That would leave us with six hours and 33 minutes, not seven hours and 43 minutes, of estimates time remaining as of today.

Any objections?

Mr. Bradley: It certainly was my understanding that this was to be estimates time. I do agree, and I have often found this to be a problem with a committee, that good Hansard, as I call it, should be on for all proceedings. I realize that it is not in the standing orders, but good Hansard should be provided for all the proceedings within a committee.

I would certainly be in favour of having the proper printing of the good Hansard of that part of the proceedings in this committee.

I was not of the understanding that this would be time subtracted from the estimates as a result. In other words, is that the price you pay to get it printed nicely?

Mr. Chairman: I do not know, Mr. Bradley, whether it is a question of paying a price. As you mentioned at the onset, the standing orders provide for the printing of the estimates debate and discussion, but not of discussion of a private bill—and that certainly was not recorded—nor any meetings that are of a procedural or organizational nature.

I do not know whether or not Mr. Grande's

request to have the one hour and 10 minutes included in the estimates is because he wants that discussion recorded; the inclusion of this time would obviously mean that we would have to cut the time allocation.

I do not know whether it is a question of the recording that has moved him to make that request today or whether it was simply his understanding at the beginning that he was discussing his motion during the estimates debate.

What was your understanding, Mr. Grande?

Mr. Grande: As you have stated, the latter is correct. As you will recall in the motion, I was willing to put aside the Education estimates to discuss and debate in the committee and have public input on Bill 127. Therefore, I hope we would all be in agreement that if that particular debate is important at all, we should forgo that hour and 10 minutes if we want that debate to be part of Hansard.

I happen to think that the debate on Bill 127 was crucial and that it should be part of Hansard. Speaking for this party, I would certainly suggest to the members of the committee that we accept that course of action.

Mr. Chairman: There are two possibilities, Mr. Grande. We could have the debate recorded as Instant Hansard; it is sometimes the request of the committee, on procedural discussions or others, to have the Instant Hansard record.

In this case, we did not even have Bill Pr14 recorded, to my understanding, because I certainly have not seen any record of Mr. Van Horne's bill recorded even in Instant Hansard. So you may want to have both the private bill and your motion recorded in Instant Hansard.

My understanding is that you want this in the printed Hansard form, which would normally be the result of all estimates debates. They are printed in the fine Hansard form that is eventually bound. Is that what you want, or would you be satisfied with an Instant Hansard copy? That is something which the committee can certainly decide today and that would be no problem.

Mr. Grande: My understanding, by taking a look at the Instant Hansard, was that there was not an Instant Hansard, either.

Mr. Chairman: No, there was not, no.

Mr. Grande: I would suggest—and I hope the other committee members agree—that the debate we had on Bill 127, on that motion to put aside the Education estimates, be part of the Education estimates and be printed in Hansard as a result.

Mr. Chairman: Again, I have a copy of the June 7 Instant Hansard and my first remarks began by saying, “Madam Minister, we will begin your estimates now.”

Then, in the remarks, I said, “. . . during the estimates, or as we discuss some of the votes, we may hear some comments on points that were raised on Mr. Grande’s motion. In other words, you may under some particular item of a particular vote refer back to some of the concerns you had expressed while discussing your motion.”

It was my understanding that we began the estimates at exactly 5:30 p.m. It is also my recollection that at the beginning of the meeting, when you had requested that particular resolution to replace the estimates and you discussed the Education Relations Commission report instead, I specifically said—I do not have Instant Hansard so I must rely on my own recollection—“Following the Pr14 bill we will discuss your motion, on the understanding that we are discussing procedural matters, a procedure this committee will have to decide on, whether we proceed with the estimates or not.”

We were not discussing the estimates. We began the estimates at 5:30. It is my understanding this was what I had said and it was, I am sure, understood by all the members of the committee.

If your concern is to have a record of the debate and not cut the estimates by an hour and 10 minutes, there is no problem if this committee decides to request an Instant Hansard copy of that debate on your motion. If the committee so wishes, these instructions will be given to Hansard.

I do not know if the standing orders would prevent you from making a decision that we include the one hour and 10 minutes and cut it from the estimates time. I do not know if there is anything improper if this committee makes even that decision. It is up to you as members of the committee, particularly the members of the opposition.

As you know, the estimates time is really your time. You are here to question the minister and the more time you have the better for you. I have seen votes taken in the last minute where you would have appreciated it if you had an

extra hour or two. Mr. Grande, in particular, has been frustrated on many occasions because he did not have enough time.

Mr. Grande: Mr. Chairman, for your information I have never been frustrated before committees. I know exactly what happens.

Mr. Chairman: But I am sure you would have appreciated more time. Mr. Bradley indicates he would like to have that hour and 10 minutes provided for further questioning. I do not know. As I say, this is basically opposition time from the point of view that they would want to question the ministry.

Mr. Bradley: Mr. Chairman, it is my understanding, and I am sure you will correct me if I am wrong, that the committee, if it sees fit and it is a decision of the majority, may order the printing, not only of an Instant Hansard, but what I call a good Hansard. Is that correct?

Mr. Chairman: Yes, correct.

Mr. Bradley: I have absolutely no objection. I am strongly supporting Mr. Grande’s contention that we should have a good Hansard of that debate. We have the position of the two opposition parties on a major bill and we have the position of the government members. All members of the committee, in other words, were heard from on that government bill and I think it would be valuable to have that cast in the finest of Hansard.

I just do not feel the opposition should pay the price of losing an hour and whatever it is in the estimates time. It was my understanding we were not in estimates time when Mr. Grande began introducing his motion and speaking to it.

Mr. Chairman: At present, Mr. Bradley, the only way you can do it, unless there is a ruling or a decision to the effect you want more than just the estimates printed in the fine Hansard, as you say—

Mr. Bradley: I would also move that Bill Pr14 and the procedural matter initiated by Mr. Grande on Bill 127, immediately following that, be subject to printing in the fine Hansard.

Mr. Chairman: Subject to printing in Hansard.

Mr. Bradley: Subject to printing in Hansard, thank you for your guidance.

Mr. Chairman: As different from Instant Hansard.

Mr. Bradley moves that we have printed in Hansard the deliberations on Bill Pr14, as well as the debate on Mr. Grande’s motion on June 7. Motion agreed to.

Mr. Chairman: It is a unanimous decision, Mr. Grande. I know you were pressed for time and wanted an hour and 10 minutes cut from the estimates but unfortunately you will have to suffer through that hour and 10 minutes and deliberate on that.

3:40 p.m.

Mr. Grande: No, that is great. It is better.

Mr. Gillies: That is all right, Mr. Chairman, the NDP wanted to curtail the debate. We are still here anyway.

Mr. Grande: I thought it was easier for you to accept that, actually.

Mr. Chairman: Madam Minister, we were still in the process of answering some of the questions raised by the official critics. I do not exactly recall where we were on the order of your answers, but please proceed.

Hon. Miss Stephenson: Mr. Chairman, if I may, there were 34 or 35 questions raised by the opposition critics and we had just completed item 11.

If we may proceed to the impact of budgetary action on board budgets, on Metropolitan Toronto and on discretionary spending, might I say the total additional cost of school boards for 1982 in the area of operating expenditure is approximately \$12 million. The annualized cost would then be, since that is for a six-month period, approximately \$24 million. Mr. Chairman, you should be aware that amounts to one half of one per cent of the total operating expenditure of boards.

The basic components are retail sales tax and Ontario health insurance plan premiums; the sales tax amounting to \$7 million for 1982 and \$5 million for OHIP. Each calendar year the boards are required to requisition taxes from municipalities based on estimates of expenditure and announced general legislative grant provisions.

The date for completion of the process for 1982 has passed and there is no mechanism by which boards were able to change 1982 taxes at this time. Therefore the tax changes announced in the budget may become, at least in part, a deficit for the local board and may require adjustments to local taxes in subsequent years. The amounts, however, are relatively small in terms of school board budgets and may be offset by variances in expenditure and enrolment projections.

In the area of the Metropolitan Toronto School Board we have been advised by the board officials that the 1982 budget was adopted prior to the provincial budget. Therefore it was

not possible to incorporate the impact in the Metro board 1982 budget. We are advised that any deficit arising from the sales tax to be incurred by area boards would not likely be charged back to the individual boards. It would become a charge on the Metro board's budget. The final treatment of this item will be decided by Metro board.

Under the proposed act Mr. Grande wished to debate before it was debated, the Municipality of Metropolitan Toronto Amendment Act, the Metro board will be able to determine true deficits and to charge them back to individual area boards. Deficits that could not reasonably have been foreseen, such as the budgetary items, would not be considered true deficits and would become a charge on the Metro budget. Therefore the discretionary mill rate would not be at all impacted by the provincial budget.

There were items raised related to—

Mr. Grande: I just want to get it straight. In other words, you are saying a deficit the board of education would have in Metropolitan Toronto as a result of the sales tax and OHIP, etc., would be charged to the Metro board and the Metro board would assume that charge. Where does the Metro board get the money?

Hon. Miss Stephenson: From their accumulated revenues.

Mr. Grande: In other words it is not a deficit of the local board, it becomes a deficit of the local board in which sense—

Hon. Miss Stephenson: Yes, it could not have been predicted, and that is specifically true in the amendment to the Municipality of Metropolitan Toronto Act.

Mr. Grande: Madam Minister, I am suggesting you are saying it is not a deficit of the local board—

Hon. Miss Stephenson: Only.

Mr. Grande: —it is a deficit of the Metro board—

Hon. Miss Stephenson: Yes, and would be apportioned for next year's taxes.

Mr. Grande: But the point is the money comes out of the same pockets in terms of the Metro board and the levy of the Metro board on all property tax payers, does it not? I do not understand what you are doing. It is not a local deficit, it is a Metro deficit.

Hon. Miss Stephenson: Yes, and therefore would be apportioned for the following year in the same method used by other boards in the

province to cover whatever deficit has been accumulated in the previous year.

Mr. Grande: So the Metro board next year will say: "We have X million dollars deficit as a result of the sales tax. From provincial grants we get X million dollars. From the local levy, the property tax, we get so much. So basically, since the Metro board just divvies out the money, the local board is going to get less money."

I do not understand.

Hon. Miss Stephenson: They are not going to get less money.

Mr. Grande: Of course, because if they have a deficit from this year, the Metro board will have less money to give to the other boards. Do you not see the relationship?

Hon. Miss Stephenson: I see what you think you are saying, but it is my understanding that the levy determination made by the Metro board next year will apportion the responsibility for the deficit to each of the area boards on an equitable basis.

It will not mean less money next year for the boards within the Metropolitan area. It will simply mean that they will have to make up the deficit in addition to whatever is requisitioned from Metropolitan council.

Mr. Grande: Is it or is it not a loss of dollars to the local board next year?

Hon. Miss Stephenson: I can see no rationale for it to be a loss of dollars to the local board next year. We have the expert on that.

Dr. Benson: I do not think it is a loss of dollars. I would not use those words to describe it.

The first charge in 1983 will be to pick up any deficit from the preceding year, which will then be shared among all the boards within Metro to the normal apportionment formula. One of the key issues, that has no impact on the local levy, mill and a half and mill respectively.

Mr. Grande: It has no impact on the local levy?

Hon. Miss Stephenson: Not on the discretionary levy. None.

Mr. Grande: According to Bill 127—

Hon. Miss Stephenson: That relates only to deficits which could be construed as being able to have been foreseen and this one simply could not have been foreseen, so therefore it has no impact at all on the discretionary levy.

Mr. Grande: All right, I accept that it has no impact on the discretionary levy. I accept your word at this time. The fact is you are bringing

down the discretionary levy from one and a half mill to one mill as a result of Bill 127, which means that the board—

Hon. Miss Stephenson: For elementary only; it is still one mill for secondary.

Mr. Grande: But the board obviously, as a result of the discretionary levy, and the reduction of the discretionary levy as a result of Bill 127, will be able to raise less money for programs in the schools next year. Is that not a fact?

Hon. Miss Stephenson: If you mean related to the limit placed upon the discretionary levy, yes; the Toronto board will be able to raise only \$6.5 million next year—

Mr. Grande: Well, the borough of York will be able to raise \$150,000 less than this year.

Hon. Miss Stephenson: But that has nothing to do with the budgetary impact, so what are you talking about?

Mr. Grande: I am trying to make it clear, because you are saying there would be no impact on local boards because the Metro board is going to assume the deficit. Please make it clear to me, because that certainly is not clear.

It is obviously going to have an impact on the local boards since the money that the Metro board raises, through the levy across Metro and the provincial grants that go to Metro, that amount of money is given out to the local boards supposedly. That is how Metro works. If Metro is going to assume the deficit, does it not mean that Metro has less money to give to the local boards?

3:50 p.m.

Hon. Miss Stephenson: It has to raise more; that is the question, it seems to me. It is not that it has less money, but it is required to raise more in order to cover whatever deficit there is. It does not necessarily mean there will be less money.

Mr. Grande: In other words, you are further encouraging a shift to the property tax base.

Hon. Miss Stephenson: I do not think so. That may be your opinion.

Mr. Grande: You just finished saying, not in the words I am using but in your own words, that they have to raise more money, so you are encouraging the shift to the property tax base. Where are they going to raise the money?

Hon. Miss Stephenson: Next year; and it will be from the local levy, not the discretionary levy.

Mr. Grande: That is right, so you are encouraging an increase in property taxes.

Hon. Miss Stephenson: It may be offset by a number of things that occur within this year, including enrolment, including cost factors, including surpluses that accrue for boards in other areas, as you very well know.

Mr. Grande: It is clear to me right now what you are saying, so go ahead.

Hon. Miss Stephenson: It has no impact at all on the discretionary levy.

Mr. Bradley: Could I get a clarification from you? This is the first time I have heard any reference made to a deficit that could not have been foreseen.

Hon. Miss Stephenson: It is in the act. If you read Bill 127 you will read it very clearly. I cannot remember the section but it seems to me it is section 4 or 5 and it relates specifically to the area of deficits and surpluses and states very clearly that a deliberation must take place related to whether a deficit could or could not have been foreseen.

Mr. Bradley: Thank you.

Hon. Miss Stephenson: Don't fall into Tony's trap. Read the bill before you complain about it, okay?

Mr. Bradley: I have read it.

Mr. Grande: Tony's trap? We are trying not to fall into yours actually.

Hon. Miss Stephenson: No, your trap is that you refuse to read it.

In the area of Bill 82 there was a question about fears expressed regarding funding after 1985. I have said this on so many occasions now that I am beginning to sound like a broken record, but indeed the specifically noted additional funding is available until 1985 and it is our intent to continue to fund on an additional basis after 1985.

At this point one would have difficulty in determining precisely what that level of additional funding may need to be, or how it will be delivered. This year's change in the funding mechanism was as a result of discussions and the deliberations of the advisory committee on school finance and the way in which it could be distributed most fairly in support of the developmental or implementation phase of Bill 82. The commitment is for an increase each year up to an additional \$75 million in 1980 dollars in 1985.

In the last phase of the implementation we must determine as precisely as we can what the

additional costs will be, whether they are above or below that additional amount of money, and determine the way in which it will be delivered in support of special education.

On the concept of siphoning funds from other areas, I can tell you this is not the case, because Management Board has supported, right from the very beginning, right from 1980, the thesis that we would have that commitment on an annual basis to the end of the implementation period in 1985.

One of the interesting reports that is coming out is that in some areas the additional costs are, happily, less than we thought they were going to be. That is, in some areas of the province they are not quite as high as we thought they were going to be; in others they may be higher.

None the less I would remind you that boards have until September 1985 to complete the implementation of the program and during that period of time we will have an opportunity to assess with fairly precise capability the additional costs of special education under that bill. There is no doubt many of the boards are planning to begin the implementation process which relates specifically to Mr. Grande's question about waiting lists, etc., during the school year 1982-83.

By 1985, there should be no exceptional pupils on waiting lists within the province. They do have that period of time to phase in the program, which the opposition parties agreed with, because of the problems we saw with implementation if we did not have that kind of capability.

The boards are being extremely co-operative and extremely helpful in the development of the planning document. I would remind you that what was developed as a result of the pilot project was a capability to determine the important components of planning for the implementation of Bill 82. The plans submitted by the pilot project participating boards were their own. Some of them had to be refined rather dramatically as a result of the aggregate experience and they have been or are in the process of being refined right now.

At present, about 95 per cent of all of the boards in the province have submitted their planning documents to the regional offices where they are being assessed right now. I anticipate that probably by early July we will have most of them within the Mowat Block to examine them and see what is going on. The boards are co-operating fully with the activities and I am very pleased with it.

I am not convinced the doom and gloom and hell-fire and damnation kinds of statements made by some people related to the funding of special education have any real validity at this point. As you are very much aware, some of the people who started off this exercise began it by comparing what was happening in certain states of the union south of us, rather than really looking at what was happening in Ontario.

Mr. Bradley: There is still some concern being expressed from time to time, as you would be aware, about the cost of the appeal process in tying up the times of professional individuals becoming involved in the appeal process down the line. I noted in a publication, Margaret McKee, who I presume is a trustee, mentioned that was one of the problems.

It says, "Finally trustees worried that the appeal process as established by the new legislation will prove so expensive and time-consuming in terms of professional personnel there will be fewer resources available to support the required special education programs and services."

Hon. Miss Stephenson: Those of you who heard the debate on Bill 82 will also have heard, from the experience of certain boards that have had fairly wholesome special-education procedures and appeal procedures in place for some time, that it did not necessarily require huge amounts of time on the part of highly paid professionals. If the process began with full consultation between teachers and principals and parents, particularly parents, much of that difficulty was obviated right in the beginning. That is the kind of activity we are encouraging within boards.

I have two interesting reports, one from Sault Ste. Marie in which the director of education for the Sault Ste. Marie District Roman Catholic Separate School Board states: "Costs are a pleasant surprise. All anticipated and present programs are funded by the Ministry of Education."

Another one from Lincoln County Separate School Board states that, "The calculations yield the following figures and it can be said with some confidence that our special education moneys will suffice for these expenditures." We are being pleasantly surprised as well.

Related to Bill 127, for your information, Mr. Bradley, the deficits that could not reasonably have been foreseen is in section 6, paragraph 5.

Mr. Bradley: I must reread that. Thank you.

Hon. Miss Stephenson: The other concern

about Bill 82 was related to the whole area of teacher education.

You are all aware there has been a move, since the late 1960s, to ensure teacher education became an integral part of the university function in this province. Pre-service and in-service programs have begun at those faculties of education in order to integrate them better with the whole program of teacher education. No doubt there has been an unprecedented increase in the demand for special-education, in-service training. In 1978 there were more than 4,000 teachers enrolled in in-service, special-education programs.

4 p.m.

The faculties have responded by utilizing experienced school board special-education personnel as instructional staff on the courses. They have begun and are maintaining a very good co-operative instructional approach to this, benefiting both the faculties themselves and the teachers who are involved, as well as the students.

They are providing in-service programs in widely scattered areas. Last year, there were 34 off-campus sites for the provision of special-education, in-service training for teachers in such places as Kenora, Wawa, Moosonee, Pembroke, Brockville, Madoc, Kingsbridge, Owen Sound and Sarnia, just to give you a few. There were an additional 17 off-campus courses scheduled to be offered this summer, as well as on-campus programs. There is a great responsiveness within the teacher pool and responsiveness as well within the faculties of education to the training needs of teachers.

Twenty per cent of all elementary and secondary school teachers in Ontario are now qualified to teach special education. As of June 1981 there was a pool of 8,625 full-time teachers not teaching special education but who were qualified to do so within the schools of Ontario. I think the existence of this pool means we have already trained a significant resource to draw upon to implement the bill effectively.

The faculties have also been providing specific introductory special-education programs in pre-service training since 1977-78, because so many exceptional pupils were being placed, for at least a portion of their school day, within normal classes.

At the graduate level, both masters and doctoral programs in special education are offered at the Ontario Institute for Studies in Education, and York University now provides graduate programs in deaf education and learn-

ing disabilities. Individual courses in special education at the graduate level are available at other universities across the province as well.

In addition, there are one-week intensive training courses at our residential demonstration schools, at Trillium in Milton and Centre Jules Léger in Ottawa. That will be an integral part of the new special-education program for aphasic children at Belleville.

Mr. Grande: Excuse me, am I misunderstanding? Are you saying we have enough special-education teachers in the province?

Hon. Miss Stephenson: No. I am not saying we have enough, because I do not know how much enough is. I firmly believe every single teacher who graduates from a faculty of education should have a basic knowledge and basic capability to deal with a number of the broad spectrum group of children with learning disabilities.

Mr. Grande: That is what a special-education teacher is.

Hon. Miss Stephenson: However, I do think there needs to be more highly qualified people in certain numbers as well. I think we will have a better idea of how many of what kind we need when we have had further experience with the implementation of the bill.

I was not saying we have enough. I was saying we have a good pool to begin with, because we have got more than 8,000 teachers with special-education qualifications who are not involved in teaching it at present.

Mr. Grande: You do remember the reason you needed a five-year phase-in period was because we did not have enough teachers?

Hon. Miss Stephenson: I just said that.

Mr. Grande: Okay. I just wanted to make sure I did not misinterpret what you were saying.

Mr. Sweeney: Madam Minister, you keep referring to the pool of teachers from all of the programs provided across the province. What kind of monitoring mechanism do you have to check on individual boards?

What I am trying to get at is there are some boards that have always been very responsive or very responsible in this area. It could very well be, I do not know, that these are the same kinds of boards that are still contributing a lot of the teachers to this pool, whereas some of the smaller boards that in the past have been unable or unwilling to do this may still not be doing it to the extent necessary.

In other words, I am sure your people have a

pretty good fix, by this time, as to what sizes of boards certain parts of the province are going to require by September 1985. To what extent does your monitoring program indicate—at the rate they are proceeding now, and on the basis of the plan they have in place—that by September 1985 they are going to have the kinds of people they need?

Hon. Miss Stephenson: Since we have not completed all of the assessment of the planning programs for all the boards, I cannot give you that information. I hope it will be completed by the end of this month; then we will have a better idea of the numbers in certain of the boards than I have at present.

However, I can tell you that one of the most heartening responses or reactions to the whole process we have been involved in is the increased sensitivity, awareness and understanding of boards—some of which have been involved in a very minimal fashion in special education—that are now aware of what it is they are going to need and of the fact that they have a role and responsibility.

They are mobilizing not only their teaching staff—and that is not necessarily an activity that requires very much board time, because the teachers are obviously aware of the need for this as well, and also of the benefits of having special-education qualifications in these days of declining enrolment. None the less, many of those boards that had traditionally not been very much involved at all are mobilizing the agencies, groups and individuals within the community related to the broad spectrum of child problems in a way they have never done before. They are really beginning to say, "Look, if we use all our resources effectively, we are going to be able to do what is necessary."

I think I will have better information about figures by the end of the total assessment of the planning mechanism, which should be completed, as I said, this summer. But at this point I cannot give it to you, because we do not have those plans in the Mowat Block at this point. They are in regional offices.

Mr. Sweeney: So as of September 1982 you would have data—

Hon. Miss Stephenson: We will have much better indications of where they are and what their qualifications are.

Mr. Sweeney: —and you will be in a position at that time to contact certain boards and say, "Look, our analysis of what you have been doing up to this time is going to be—"

Hon. Miss Stephenson: We probably will not have to do that, because the regional office people, particularly the consultants in special education, given their knowledge of what is a basic requirement for special education, will undoubtedly be telling those boards, "Look, you are going to need a little more in some areas."

Mr. Sweeney: The thrust of my question is a concern that some boards may just keep putting this off and then, in one awful mad scramble in the 1984-85 year, try to catch up. We are both aware of the fact that this will just not be possible. If they are not really pushed at this time, when they have two or three years to do it—

Hon. Miss Stephenson: That is why there is a requirement that 100 per cent of the boards will have their planning documents in place by June 30 of this year, available to us for assessment and—I suppose you could call it accreditation, really.

As I told you, 95 per cent of the boards have complied with that right now, so I do not think there is going to be a huge number that will rush in at the very last minute.

The implementation team has been right across the province from border to border and back, and they have been working with all of the boards. I really do not believe there is a board in this province that is going to hang back at this point.

Mr. Sweeney: You referred, again, to the abundance of new course offerings that are being made available across the province. What kind of analysis is being done to assure yourself or the ministry that the quality of those offerings matches the needs of Bill 82?

If I can come back again, the thrust of that question reverts to a couple of years ago when we were discussing the quality of the former special-education programs being offered, that in the eyes of the teachers did not fit them to meet the demands of Bill 82.

Hon. Miss Stephenson: It seemed to me at the time, as I think I mentioned, that it required a greater degree of activity on the part of both the faculties of education and the Ontario Teachers' Federation.

4:10 p.m.

I am pleased to report to you it is my understanding that the liaison committees between the faculties of education and OTF groups have in the last two years become much more effective and active than they were. That is really the primary source of the information

regarding the appropriateness of programs for teacher requirement.

Obviously, the faculties of education are very knowledgeable about Bill 82 and about its requirements. Our teacher education branch has also been working with the faculties. But the other area of activity has to be in the OTF faculty liaison groups.

Mr. Sweeney: So at this time, if I understand you correctly, you are saying that you are leaving it to a combination of the teachers' federations and the faculties to make that judgement call?

Hon. Miss Stephenson: Mr. Sweeney, you are aware that faculties of education are faculties within a university. You are also aware that we make the information known to faculties of education about thrusts within educational programs and the kinds of directions in which we are interested in moving, so that they may adjust their programs to meet that.

They are not under the direction of the Ministry of Education, but there is a good deal of liaison and discussion which goes on.

Mr. Sweeney: That is precisely why I raised the question. It has been brought to the minister's attention before that what the faculties of education may or may not do, given their autonomous status, may not be what the minister or the ministry deems necessary to be done.

The minister will recall that a few years back the faculties' preparation for guidance counsellors came under some rather severe criticism, I would say, with respect to what the faculties are now doing in training and preparing guidance counsellors and what the ministry had previously done.

I am fully aware of the fact that the ministry cannot order a faculty to do certain things. However, I, like the minister, am also very much aware of the fact that she, her ministry and her government have a great deal of, shall I say, "clout" in other ways, without necessarily listing what those ways could be.

Hon. Miss Stephenson: I am sure you are also aware that as a result of the teacher education branches and the OTF review of special-education activities, in conjunction with the special education branch of the ministry, there were recommendations made to faculties.

I believe the review was carried out after 1980. Again, this year, an interdivisional working group has been established encompassing teacher-education people: the provincial schools branch; the regional services secretariat, and

the special education branch. They are looking at all aspects of teacher education, not just special education—all aspects of professional development and certification, particularly in the area of special education as regards those latter two.

They are looking specifically at working with the faculties to develop a blueprint for special-education courses, which will be a part of the entire implementation program. That working group is in place now.

We cannot order them, you know that, but we can use our best persuasive efforts to encourage them to move in certain directions, and it has been productive.

Mr. Grande: One of the ways for you to persuade them, Madam Minister, is through funding, is it not?

Hon. Miss Stephenson: Mr. Grande, faculties of education are an integral part of universities. The funds to universities are delivered in a lump and distributed by the university administrations. We do not distribute the funds within universities.

Mr. Grande: I understand that; but you certainly decide, as a government, what kind of funding is going to be available to the university sector, do you not?

Hon. Miss Stephenson: Yes.

Mr. Grande: You did make up your mind that it was going to be 12.2 per cent this year?

Hon. Miss Stephenson: Yes, but the distribution within the university is carried out by the administration of the university.

Mr. Grande: I understand. I am just wondering—

Hon. Miss Stephenson: You were suggesting that we might be able to withhold, or to do something with funds, specifically to faculties of education, which we might not do to other faculties within universities.

Mr. Grande: I am not suggesting that at all. What I am saying, and it was in the questions I raised in my leadoff, was that you have a funding freeze on new graduate programs.

Hon. Miss Stephenson: I do not think you can call it a freeze—

Mr. Grande: Okay, what do you call it?

Hon. Miss Stephenson: —since new graduate programs have not even been funded since the requirement was put in place that they would have to be approved by the special group at the Ontario Council on University Affairs for funding.

I believe that almost all of those—no, I could not say almost all because I think there are one or two that have not been funded and one which you are worried about at York University is in the process at OCUA right now.

Mr. Grande: If it is not a funding freeze—that is what I am hearing—what is it?

Hon. Miss Stephenson: There is a freeze on the development of new undergraduate programs and on the mechanism, which has been in place now for a year, related to the funding of new graduate programs. It is not a freeze at the graduate level, but it must be examined with care by the graduate planning group which relates to OCUA. OCUA provides me with their recommendation after having received the assessment of that graduate planning group.

Mr. Grande: Do you or do you not feel that funding freeze is slowing down the process of getting people who have a special education expertise in some of the universities?

Hon. Miss Stephenson: Graduate programs in special ed are currently funded and obviously we have been in the business of funding graduate programs to ensure such graduate programs are available. As I told you, there is yet another one in process right now at OCUA.

I can tell you that the working group is looking very seriously at the possibility of designating, or suggesting, or identifying certain universities as the centres of specialization in special education. That is not finalized as yet, but that is one of the things they are considering seriously.

Mr. Grande: Is it true or not that the universities do not get the same amount of funding for new growth?

Hon. Miss Stephenson: For new growth where? At the graduate level?

Mr. Grande: At the graduate and undergraduate level.

Hon. Miss Stephenson: They certainly get it at the graduate level once the course has been approved for funding, but at this point there are no special funds for startup for a new graduate program.

Mr. Grande: Would it be fair to say that since Bill 82 has become law in this province you would want the universities to crank up in producing special-education teachers? Is that not a deterrent to the universities setting up the courses and the programs to train special-education teachers?

Hon. Miss Stephenson: It has never been a deterrent before; I do not know why it would be now.

Mr. Grande: That is what I am hearing. I am just bringing it before this committee and you. Obviously the people who are involved in the special-education field at the university level are saying that it is a deterrent. They are saying that given the lack of global funding for the university sector, new growth is pretty well squashed.

Hon. Miss Stephenson: If I am not mistaken, I can tell you there were applications for something more than 20 new undergraduate programs at universities in Ontario this year and they did not seem to be deterred from developing new undergraduate programs. The mechanism for undergraduate programs has been in place for some time and has not changed.

Mr. Grande: As contrasted to the previous year being—what?

Hon. Miss Stephenson: There were probably significantly more and we did not know how many they developed.

Mr. Grande: Another question—not that you are not answering; not that you do not want to answer, but I do not think I am satisfied that in that particular area of teachers' training at the university level for special education you are doing—

Hon. Miss Stephenson: What is it that you are not satisfied with?

Mr. Grande: —as much as you ought to be doing, given the implementation of Bill 82 in five years. I predict to you that what John Sweeney was talking about is going to be a fact, that in four years' time we just are not going to have the teachers in place to implement fully Bill 82.

4:20 p.m.

Hon. Miss Stephenson: You are always a pessimist anyway, Tony. One of the areas that I—

Mr. Grande: Just give the facts.

Hon. Miss Stephenson: As I am telling you, there are large numbers of teachers who recognize their need to become knowledgeable in the area of special education and who are voluntarily moving to in-service training programs, both during the year and during the summer months, to acquire those qualifications. As long as that continues—and I am sure it will; it seems to be increasing rather than decreasing—it is obvious

that the teachers themselves are aware that those qualifications are needed.

My concern is to ensure that within the undergraduate or the in-service training, if you like, of teachers there be greater understanding by all teachers, whether they have special-education qualifications specifically or not, of the need to be sensitive to children with special-ed needs, of the need to be fairly knowledgeable about understanding when they need assistance and when they do not, and that needs to be integrated very clearly into the teacher-ed program basically for all teachers. That is being worked on as well.

One of the important roles I have not as yet mentioned is the role of parent and professional associations. We have been working in planning workshops, seminars and conferences with the Association for Bright Children, the Association for Children with Learning Disabilities, the Association for the Mentally Retarded, the Federation for the Physically Handicapped, the Council of Exceptional Children and other organizations.

This year two special-ed officers of the ministry are ongoing members of the Ontario Association for Children with Learning Disabilities conference steering committee and 1,300 teachers, parents and support staff attended a special-education conference at the Inn on the Park. We have been supporting that as well because it is an integral part of the increased sensitization, the increased knowledge, the increased awareness of the needs under the legislation.

Mr. Grande: Let me ask you this question about the identification and placement review committees that each board, at least the pilot boards anyway, has in place. Perhaps you would respond directly to that example I brought to you during the leadoff and the fact that the IPRC, identification and placement review committee, decided it had about 40 kids in this particular family of schools and there are places for only 10 to 12 kids. I brought up the question about the waiting list.

Hon. Miss Stephenson: Within that family of schools?

Mr. Grande: Within that family of schools.

Hon. Miss Stephenson: What about the other families of schools within that board's jurisdiction?

Mr. Grande: Madam Minister, I do not know.

Hon. Miss Stephenson: One of the things that one must realize is that for perhaps many of the designations, if you want to call it that, under

Bill 82 there may not be within a family of schools a sufficiently large number of children to be dealt with only within the family of schools.

One has to look at it on the basis of the board's capability to deal with the problems of those children and, as it is very clearly spelled out in the bill, if boards have difficulty because of the small numbers of children, of banding together to produce the program on a co-operative basis or of one board purchasing that from another.

Mr. Grande: Sure.

Hon. Miss Stephenson: So the question I would ask is before you start worrying about a waiting list within one family of schools, it might be well to find out whether that board is capable, within its entire area of jurisdiction, of dealing with those children who cannot be dealt with at the one family.

Mr. Grande: It is a fair idea that you are putting forward and I understand and I concur with you. However, the other side is also possible. If these kinds of numbers occur in a family of schools and the particular consultant there, then this scenario can be duplicated in many other instances across this province as well because of the lack of places for exceptional children.

Are you finding out as the identification process goes on, at least with the pilot boards, whether enough places for those kids are being created and produced? When are you going to get any of that information? Can we see any of that information?

Hon. Miss Stephenson: Since I do not have it at this point, I cannot share it with you, but it is obvious that this is what the planning mechanism is all about, to determine what the needs are in the area of a board's jurisdiction so they can make the estimate more appropriately than they have been able to in the past.

I simply have to remind you that although it was obvious that one of the concerns we had was that expectations would be raised rapidly regarding special education, the purpose of the phase-in was to ensure that we were not in a position to say to a board, "You have to do this overnight. You simply have no time to do it at all."

All of us recognized that this was unrealistic in terms of expectation and that we had to do it slowly. There is no doubt in my mind that there will probably be a few children who will be on some kind of delayed entrance at this stage—

Mr. Grande: Waiting list.

Hon. Miss Stephenson: —to a program, but what I am saying to you is that since the board is required to have those places in place by 1985, we should not be jumping the gun.

If mail directly to me is any indication, there would not appear to be a huge rise in what one might consider unrealistic expectation. I think the parents understand that, even though they may be less than happy about the fact that they may not be accommodated totally in the program which they consider to be most appropriate at this point.

Mr. Grande: Maybe I do not understand and I accept that I may not understand it, but what is the status of the pilot boards? Why were pilot boards set up? As I understand it, they do not have to wait five years hence for the programs to be delivered.

Hon. Miss Stephenson: Some of them will. Some of them will probably not be able to do it totally until September 1985. The purpose of the pilot boards was to develop the capacity to assist boards in the establishment of their programming capability to meet the needs of exceptional children.

They were to get information about the proportion of exceptional children within a wide-ranging group of boards' jurisdiction, to work with the boards in developing the appropriate mechanism for establishing programs for many of those children, and to see as closely as possible what the cost would be in terms of professional staff required, of organizational pattern and dollars. The pilot boards serve that purpose very well.

The very beneficial spinoff was that some boards that were within that pilot board group and had done very little in special education became much more aware of the requirements and needs to utilize all community facilities, agencies, capacities and resources to make the appropriate assessments and to help with the development of their program for the children.

Mr. Grande: Am I under the correct impression that the pilot boards do not have to wait until 1985 for the implementation?

Hon. Miss Stephenson: No board has to wait. If a board is capable of moving at this point into a more fully developed special education program, it can certainly move. The pilot boards developed planning mechanisms. They submitted those; they were brought together and some of the aberrations—I guess that would be the most appropriate term—from a reasonable planning mechanism were delineated for them.

There have been discussions with the pilot boards about those aberrations and about the ways to determine more appropriately what their plans should be in moving forward with special education. But any board that has the capability to move forward can move forward, and one of the reasons the funding mechanism was changed this year was to permit boards to move forward if they wish to do so. They are not required by law to have their plans fully implemented until September 1985.

4:30 p.m.

Mr. Grande: I am sure we can ask other questions at the appropriate time.

Mr. Bradley: Just on that, and keeping in mind that I am not as familiar with Bill 82 as my friend John Sweeney or Tony Grande, my understanding is that the education that takes place now in schools for the mentally retarded and other Ministry of Community and Social Services schools will come under the jurisdiction of the local board of education.

Hon. Miss Stephenson: The educational program is very frequently under the jurisdiction of the board of education on the basis of that kind of agreement. Is it still section 28, or have you changed that? Section 13? I can never keep the numbers straight. I just get them in my head and you guys change them.

Mr. Bradley: One of the jurisdictional problems that arises from that is that the people there are members of the Canadian Union of Public Employees in some cases. In other cases, they do not have a union but have some kind of association. They might even be members of the Ontario Public Service Employees Union. I do not know.

What happens when all of this comes on stream? Do they get bumped down the line by members of the teachers' federations when the crunch comes and somebody says, "We are training regular classroom teachers who are now out of jobs or who, because of declining enrolment, decide they want to take special education"?

Are they going to take precedence because of their more superior qualifications and because of the fact that the teachers' federation would have a lot of influence with the board of education? In other words, what happens jurisdictionally to these people? Are they still retained by the board even though they belong to CUPE and have different qualifications?

Hon. Miss Stephenson: In instances now, where the care of the individuals is under the

supervision of another ministry and we are responsible for the educational program, the educational program is delivered by those with qualifications in education.

Under the agreements in place with boards at the present time, that is true as well. The educational program is under the supervision of those with qualifications in education. In many of those instances, individuals without those qualifications are currently working in those situations. We have been working on the development of—I am trying to remember what the precise name of the group is—diversified qualifications—

Interjection: Differentiated staffing model.

Hon. Miss Stephenson:—differentiated staffing model—that is what the phrase is—which will encourage the use of people with various kinds of qualifications to work in special circumstances such as those so that they would not be bumped.

There is very obviously a capacity within many of those people who have had special training to deal, for example, with the mentally retarded, a capacity to understand, to deal with and to function effectively with those young people, perhaps even more so than people with teacher's qualifications.

Mr. Bradley: Oh, yes, by all means.

Hon. Miss Stephenson: I would not like to see the capabilities of those individuals underutilized or not utilized at all in attempting to help the mentally retarded develop some kind of capacity to function.

Mr. Bradley: I just wondered what happens down the line if there is a power struggle. I like your sentiments. As a former classroom teacher, I always very much admired the individuals who worked with the mentally retarded over the years. Some of the special skills they have may be inborn and some of them may be acquired, but I have always admired their level of patience and so on.

I wonder how you would ever take persons out of so-called average classrooms, place them under those circumstances and have them function even half as well. I would express the concern that some of them have expressed to those of us who sit in the Legislature, that somehow, because they have lesser qualifications and because of pressures of declining enrolment down the line, they will be edged out the door when the struggle is actually on.

Hon. Miss Stephenson: We are in the process of working one of those situations out right now

with the kinds of concerns I have expressed to you very much in the limelight, as far as the agreement to be developed is concerned.

I cannot agree with you more. It is essential that the specifically educational program should, obviously, be under the supervision of those with pedagogical qualifications. Those people who have been involved with working with those children and those young people, and have done it really well, should continue to do so. We are very much aware of that.

Is there anything more about that one, or can we go on to the textbook question which was raised? The members of the committee should be aware that the province of Ontario spends about \$30 per year—that was in 1980—for each pupil in the province on the development of learning materials.

When I say that, I recognize that not all of that is related specifically to textbooks because the educators of this province recognize that not only textbooks are important in educating children, but that there are other kinds textual materials and nontextual materials that are equally important.

If you read Dr. Ryan's treatise, you will find the remarks of a number of individual teachers, none of which has every been quoted in the Legislature, mind you—only those that were critical have—the remarks of those who said they really did not think textbooks were the only way, or were as overwhelmingly important as the sponsors of research programs felt they were.

A great deal of money is expended each year in support of the development of learning materials. Much of that activity relates to Circular 14, the textbook purchase plan, funding for the provision of textbooks and the development of support curriculum guidelines and other things.

Circular 14, the annual publication regarding textbooks, lists the titles approved for use with the Ontario curriculum and supplements to the list are published each April and September. Each year out-of-print and out-of-date titles are deleted from the listing and new titles are added to encourage schools to use up-to-date resources.

In the January 1982 edition of Circular 14 textbooks, 233 new titles were added and 224 were deleted. Normally, deleted titles may not be used for more than two years subsequent to the school year in which they were deleted. However, in some cases, deleted books may not

be used immediately upon release of the circular.

In many instances the boards do comply, but we have attempted to highlight this by now placing an admonition to the boards in the front of Circular 14, reminding them of their responsibility to ensure that those titles which have been deleted are not utilized within the school within two years, or immediately for those specifically so stated.

The book purchase plan enables each school in the province to obtain one free copy of every single new textbook which is listed in Circular 14, as long as the books ordered are relevant to the curriculum taught in that school. It provides the schools with an opportunity to examine the new textbooks in order to determine whether they are going to order them for classroom use. In the fiscal year 1981-82, \$1,837,436 was expended in that book purchase plan.

Under the current grant structure—we are going to have the same argument again—it is, in fact, the responsibility of each board to determine the allocation of money for textbooks and all other types of learning materials for the schools within its jurisdiction. Most boards discharge that responsibility conscientiously and, with the initiatives of the ministry, the funds provided do ensure that current learning materials are available for use in the schools.

We did reviews of the Circular 14 experience to determine the level of conformity by boards with specific components of ministry policy concerning textbook usage and the first review was a bit disconcerting. The second one is an improvement, fairly significant in some areas, and we are certainly prepared to take the necessary action to ensure that the policies concerning the use of textbooks in the schools are followed.

4:40 p.m.

Mr. Gillies: I just want to clarify this situation. With respect to most of the 224 titles deleted, was that done because they were outdated?

Hon. Miss Stephenson: Yes.

Mr. Gillies: I am quite concerned, and I know you are, about the trend among certain of the boards of education—we heard more about it a year or so ago than we have recently—to exercise a quasi-censorship role over certain works of literature, etc. We are not talking about that in this instance though?

Hon. Miss Stephenson: We are not talking about the texts used for English literature. They are not listed in Circular 14. There are thou-

sands of books that may be used for English literature; so it was decided quite a long time ago that the school board, with its greater understanding of local custom and local mores, would be in a much better position to decide, on the basis of the recommendations of their teachers and principals, those books which would be most appropriate in that school's jurisdiction. That decision is made locally. We do not include those titles in Circular 14.

Mr. Gillies: I appreciate that clarification. Has the ministry received much by way of complaint or concern in this area? There was a lot of press attention, as I recall, 12 to 14 months ago. There were some people in the Legislature, and certainly myself, who were very concerned about some sort of book-burning phenomenon that may have been developing here and there.

Hon. Miss Stephenson: It has been very interesting. In a couple of the areas I know about in which very real concern was expressed by a relatively large, or even a relatively small, number of voluble people the boards saw fit to establish—

Mr. Grande: Voluble people?

Hon. Miss Stephenson: At any rate, the boards saw fit to establish parent-teacher committees to examine those books which were felt to be inappropriate by some who were noisier about the quality and the content of the books. It is very interesting that in one of the instances I know about every single book, save one, on the list that had been criticized was approved by the committee for use in the schools after committee members read the books for the first time.

Mr. Gillies: Good. I appreciate that.

Hon. Miss Stephenson: This is one of the things a school board can do. It has established that kind of committee and it seems to be an effective way of ensuring that parents are aware of what is being used, aware of the content and aware of the rationale for the use of many of those books in the schools. To my knowledge, we have not resorted anywhere in Ontario to book burning. I would hope that would never happen here.

On a fairly regular basis there is a little trickle of letters which arrive in the minister's office complaining about the content of specific books and usually about the language or certain circumstances graphically portrayed in the books. There are those books which I could list for you which are at the top of every list when they start complaining. But we do, in most instances, request that the parent involved contact the

board and request the establishment of a parent-teacher committee to examine the books. We feel that is probably the most appropriate way to deal with it.

Mr. Gillies: I appreciate that reassurance. Mr. McGuigan just mentioned *Catcher in the Rye*. I recall there was a mini-furore about that particular work.

Hon. Miss Stephenson: It still tops the list.

Mr. Gillies: I would hate to think that any senior high school student in our province would be denied access to a work of literature of the quality of *Catcher in the Rye*. I am glad the committee system seems to be alleviating that problem.

Hon. Miss Stephenson: I must admit and I must tell you that the letters received recently have complained less about those books prescribed by the teachers for the course of English literature than they have about those books present in the libraries in the schools which the children may go and pick out and read. That is somewhat disturbing.

Mr. Bradley: If we balance the dollars and cents again, recognizing you have educational materials which are of importance other than textbooks, the Canadian Book Publishers' Council still points out, "On average, in 1979 school boards in Ontario spent only \$11.19 per student on textbooks." It said that was the lowest in the country. One would presume other provinces are spending a significant amount of money on nontextbook educational materials as well.

Hon. Miss Stephenson: That is an assumption I am not sure we can validate at this point.

Mr. Bradley: I make that assumption. I see two things happening. One, according to the book publishers—a little bit of a sidelight—is school boards are ordering four and five copies of replacement texts for those in existence at present as opposed to ordering new sets of texts. It seems to be the trend.

Second, in my remarks I asked you to give consideration to a one-shot special grant to boards of education over and above what you would normally give them, specifically for the purpose of updating and adding to their collection of textbooks at present.

I know what you are saying when you say it is up to the local school board to decide what they want to spend their money on. To be consistent, those of us who believe in local autonomy have to agree with you. We have to leave the boards with those kinds of decisions. That is why I am

suggesting that while you explained your concern about this, they can still do as they please.

If you were to give them a special grant over and above the normal legislative grants specific for textbook purposes—if you can legally do that—it might well have the effect of increasing the stock of new textbooks in the school, updating them and getting rid of some which have less desirable material in them.

Hon. Miss Stephenson: If I might say so, the Canadian Book Publishers' Council in its statistics conveniently omits certain aspects of the support for the provision of books for schools. The expenditure of \$11.19 was in 1979. In 1980 that same expenditure was \$12.44. They forgot to add the additional \$7.05 for the ministry book purchase plan and the support of the purchase of library books which in 1979 would have amounted to \$18.24 per pupil and in 1980 to \$20.08 per pupil.

There was also additional money provided in support of a great many other textual and nontextual materials for the schools. I am not convinced the provision of a one-shot grant, since I do not have any authority to tell school boards they have to spend it for school books, could solve any problem.

Mr. Bradley: It would help, if you could somehow do it legally. You people are masters of finding legal ways of doing things. If you could do it somehow, it would help.

I am also a little concerned you would associate library and textbooks in the same little package. They have always been considered separately, have they not?

Hon. Miss Stephenson: Oh, really?

Mr. Bradley: Have they not been considered separately? Library books—

Mr. Sweeney: You once said there were two separate grants for them per pupil.

Hon. Miss Stephenson: No. We do not—

Mr. Sweeney: No, but when you are making comparisons, you cannot really lump those two together.

Hon. Miss Stephenson: I am aware of the concern of the Canadian school text publishers who publish most of the books that arrive in the libraries as well. They feel they need more money in order to continue. One of the areas probably most fruitful for them would be to consider developing some co-ordinated action in terms of publishing.

If those publishers who, at this point, continue to try to publish everything for everybody

were to concentrate, for example, one group in one area or one span of the education process and another in another area or span of the educational process, if they were to function more effectively together rather than attempting to compete with one another for everything from grade 1 to grade 13, their problems would be minimized.

Mr. Bradley: Not to the greatest extent.

Hon. Miss Stephenson: To some extent.

4:50 p.m.

Mr. Grande: Was that report not issued by the Canadian Book Publishers' Council?

Hon. Miss Stephenson: Yes.

Mr. Grande: That means a co-ordination.

Hon. Miss Stephenson: Their co-ordination is they get together to complain about how much we spend on textbooks. That is the limit of the co-ordination at this point.

Mr. Grande: Let me run through this and see if that sounds a bell because the \$12.44 is correct for 1980-81. Then, as I understand it, the Canadian Book Publishers' Council came before you and discussed the statistics that they found. You have that sheet which says basically that Ontario in the calendar years 1978, 1979, and 1980 was pretty well the lowest of the provinces in terms of supplying moneys to the boards of education for textbooks.

Then you brought in the other aspect whereby there is \$1 per pupil under the book purchase plan, \$6.64 per pupil for library purchases, \$11.21 per pupil for nonbook materials and \$4.05 per pupil in grants to TVOntario for educational programs, which came to a total in 1980-81 of \$35.34. The similar expenditure in Alberta comes out to \$56.12 per pupil.

Hon. Miss Stephenson: Part of that, I am sure, was the expenditure of \$75 million to provide for their heritage history book which was delivered to all schools in the 1981 calendar year. A very significant amount of that year's expenditure was specifically for that.

Mr. Grande: It is good learning material, is it?

Hon. Miss Stephenson: We have a copy. Would you like one?

Mr. Grande: I have a copy too. I went to Alberta and I got that material. The fact remains that you hammer on the fact that this is a responsibility of school boards—

Hon. Miss Stephenson: It is.

Mr. Grande: That is what I am saying to you. You hammer on that and say: "It is a local

decision by the boards how they spend their money. If they do not want to spend their money on texts, so be it. I will not be able to tell them to do that. There is no way that directly I could influence that process."

That is laudable because you are allowing the local autonomy principle to function and to work. At the same time, you are not providing adequate funding for it. You can quarrel with those figures. When you produce another set of figures, which I do not have here in front of me, which shows that province-wide in terms of the country you are passing on to boards large amounts of money and that school boards are not using them for textbook purchases, then I would say to you the school boards have nothing to complain about and the council has nothing to complain about.

As far as the situation stands now, there is no way the local board can spend money on textbooks they do not have; provincial grants are not passed on to boards for such expenditures. In other words, we are getting to that maxim of Rodger Allan once again, centralized control and decentralized blame, and that is a nice, good scapegoat.

As I said to you before, I am not concerned here with whether it is a local board responsibility or a ministry responsibility; I am concerned about the education of kids. I will keep repeating that to you in this committee as long as I am here. I will always argue from the point of view of delivery of good education to kids. With outdated textbooks in our schools, kids are not getting good quality education. That point should not escape you. I will keep reminding you that it is the education of kids we are concerned about.

While the Liberal critic was saying a one-shot deal, we have also said you should give school boards approximately \$15 million to make sure that proper books and updated books are bought. Everybody has all the information from the council which stated, in effect, that even though they are, and I guess we can go into specifics at any time, publishing the books to meet the guidelines this ministry has, none the less those books are still on the shelves of the publishers. In other words, those books are not being bought.

In effect, you could have all the guidelines in the world you want, updated guidelines calling for the production of good books, but those books are not being bought, they are on the publishers' shelves. So how can we get those updated, excellent books which were devel-

oped, using your guidelines, to the kids in the schools? What is the problem?

The school boards are saying, "It is lack of money. We do not have any money." You are saying, "I am giving you the money. Do what you want with it." I really do not want to get involved in that. I want to give you the message that the books are available, but the kids do not have those books.

Hon. Miss Stephenson: I think we have been getting that message out to the boards through the provincial review process which demonstrated very clearly, at least in the first one, that boards were not complying with the requirements of ensuring that the books they used were in conjunction with the development of guidelines. We have completed another review and there will be another memorandum going out to all of the boards again to remind them of their responsibility in this area. We are going to keep on prodding them until they really do understand what their responsibility is.

I would remind you as well that the curriculum is not developed in this province on the basis of one textbook per course.

Mr. Grande: You do not have to tell me that.

Hon. Miss Stephenson: I am just reminding you because in some other jurisdictions in Canada that is so.

Mr. Grande: I understand the educational system in Ontario and that is not the way it functions. I am saying to you that you do not have to waste your time in reminding me about that.

Hon. Miss Stephenson: All right. I will not waste my time and you do not have to waste your time reminding me either, because we have been telling the boards they do have a responsibility in this area and we expect them to meet that responsibility.

Mr. Grande: Okay. Let us tell the boards they have a responsibility, and let us tell ourselves here at this level what kind of responsibility we have. We have a responsibility to provide proper funding for school boards to do that.

Hon. Miss Stephenson: On a per capita basis I would remind you that the people of Ontario provide a very large amount of money for funding education. It depends upon the decision of the local board, which is locally accountable and locally elected, to determine the way in which that money will be spent. What I am saying to you is that they have made some decisions in the past which are not as good as

they might have been and we all have a responsibility to remind them of that.

Mr. Grande: Okay. We have a responsibility to remind them and you are doing the job of reminding them?

Hon. Miss Stephenson: Yes.

Mr. Grande: I accept that. You are going to send a memorandum to the chairmen and to the directors of education to remind them of that, to remind them of their responsibility. Are you saying you have no responsibility in this process outside of that?

Hon. Miss Stephenson: To provide them with funds, which we do. Unfortunately, we do not control all of the boards' activities, as you very well know, because they have legislative responsibilities.

Mr. Grande: Do you think, in terms of this particular issue, Ontario is providing school boards with adequate funding for the boards to be buying what I understand to be very updated textbooks that are sitting on the shelves?

Hon. Miss Stephenson: It depends upon the priorities the boards establish related to their expenditure of the funds available to them.

Mr. Grande: You are blaming the boards again.

Hon. Miss Stephenson: It is obviously a board responsibility.

Mr. Grande: I am talking about your responsibility.

Hon. Miss Stephenson: I can remind the boards of their responsibility, Mr. Grande.

Mr. Grande: Obviously we are not going to settle this in any way.

Mr. Boudria: A brilliant conclusion.

5 p.m.

Mr. Grande: We really cannot get caught up in the process of blaming others for the lack of good educational services in this province.

Hon. Miss Stephenson: The lack of good educational services in this province? You have got to be whistling Dixie, old boy.

Mr. Grande: That is right. That is what I said.

Hon. Miss Stephenson: There was some confusion about the policy related to the purchase of microcomputers. The explorations of our computers in the education committee led us to some very real concern about the lack of compatibility of programs for the various kinds of microcomputers used in the schools. They number now well over 5,000 in the schools of Ontario. We were aware the program for Com-

modore was not transferable to Pet or to Apple and vice versa.

Therefore, we began attempting to do something to ensure there would be compatibility so the program could be transferred from one board to another, from one school to another and from one jurisdiction to another. We determined it would be most appropriate if we were to develop a Canadian educational microcomputer. I informed you about it in my opening statement.

We were aware, too, that certain boards were proposing to purchase more microcomputers this year. They asked whether they should simply hold off or whether they should go ahead. They were encouraged to go ahead with the acquisition of further microcomputers this year to ensure they would be advancing while they were awaiting the arrival of the Canadian educational microcomputer. There will be funds provided for the acquisition of such microcomputers.

We believe limited numbers of microcomputers will meet the approved criteria, but there are probably some that will not during the 1982 year. We did suggest to the boards to refrain from large-scale purchases because of the concern about compatibility, and that is the information which has been distributed to them.

Mr. Bradley: Even though you do not think they should be confused, they are still confused over whether they should proceed or not proceed.

Hon. Miss Stephenson: I think there was some confusion last fall. I have not heard of any boards complaining about confusion recently.

Mr. Bradley: If you are interested in receiving mail from those who claim they are still somewhat confused by the directives from the ministry, I will get them to send their letters to you then. A lot of them would like to move rather quickly, but they will not because they fear they are going to be out of date.

Hon. Miss Stephenson: We have suggested strongly that they not move in a massive way to increase their stock of various kinds of microcomputers until the one which meets all of our criteria is available. We recognized they had plans to move during the early part of 1982 and we suggested they do that with caution. Then in September or October when the new microcomputers are available, they will still have some funds available to acquire further microcomputers which will be subject to grant as well.

Mr. Bradley: I am not very familiar with computers. I used to question them at one time. I think they are naturally very useful now. What if they purchase a certain number of a certain specific kind of computer and then they later decide a different kind is better and they are stuck with half and half?

Hon. Miss Stephenson: I am not sure it does them any great harm to have the variety they have at present and probably will have even when the new educational microcomputer is available. I am not at all sure that is a disadvantage for children and it is the children whom we are worried about. They would be wise not to make huge expenditures in that area because we are hoping the microcomputer that fits the established educational criteria will be available in 1982. They should have the opportunity to participate in that program.

The next item related to further consultation regarding the secondary education review project recommendations. I am aware there was a widely distributed letter based on very peculiar circumstances suggesting there had not been any consultation. Indeed, there has been a great deal so far—huge amounts before the final report was produced and a great deal of communication since then. We have been in the process of attempting to develop the appropriate final policy related to the SERP recommendations which—

Mr. Grande: Sorry, which letter is this? I do not understand it. The peculiar letter that was circulated?

Hon. Miss Stephenson: No. The letter which was circulated based upon peculiar circumstances.

Mr. Grande: Which letter is this?

Hon. Miss Stephenson: It is a letter you have from the president of the Ontario Secondary School Teachers' Federation. I know you have it because it was distributed widely.

Mr. Grande: Oh, that one.

Hon. Miss Stephenson: Yes, and that is the only letter I know of that—

Mr. Grande: It is not true.

Hon. Miss Stephenson: I am also aware—well, I better not say it.

Mr. Grande: Say it.

Hon. Miss Stephenson: Had the Ontario Teachers' Federation known the letter was going to be written, it would not have been written.

Mr. Grande: You mentioned other letters you had received.

Hon. Miss Stephenson: About consultation regarding SERP?

Mr. Grande: Durham Board of Education—

Hon. Miss Stephenson: About consultation regarding SERP?

Mr. Grande: It may not be about consultation but it is regarding some problems.

Hon. Miss Stephenson: It is not consultation regarding SERP, which was the item you raised, or I think Mr. Bradley raised. When the policy paper is developed, the usual consultation process which is wide, far-ranging and at times absolutely stupendous in terms of scope, will be implemented again.

Mr. Grande: Very good.

Hon. Miss Stephenson: So I really do not know what people were worrying about.

Mr. Grande: Let me get it clear. You are saying, as you said in your opening remarks, that some time in the next few months—three months or whatever it is—you are going to be making a decision on the SERP final report?

Hon. Miss Stephenson: We will be developing a policy position related to the SERP final report which will be subjected to the consultation process as all policy papers are.

Mr. Bradley: Will that eventually include some kind of hearings from a committee of the Legislature by the minister where we could have some public input? I do not mean the circus, as your parliamentary assistant described it, but some kind of significant input from various people in the education field?

Hon. Miss Stephenson: Are you suggesting you would be loath to provide for me your opinions about whatever the policy paper might say? I would suggest you may be. One of the areas that worries me is that we produce position papers and policy papers and distribute them widely and the people we hear least from are the members of the Legislature.

Mr. Grande: You hear about it from us any time. We have access to the Legislature and we have access to the committee. How much more input do you want from us?

Hon. Miss Stephenson: All I ever receive from you are questions in the House. To my knowledge, I do not believe the Liberal Party or the New Democratic Party has, for any of the position papers developed since I have been minister, developed a response from the party related to their concerns about the component parts of a position paper.

Mr. McGuigan: We carried the policy during the last election.

Hon. Miss Stephenson: That is not what I was saying, Mr. McGuigan. I was asking why we seem to get such minimal response from the members of the Legislature who may have personal opinions. They may not even be party opinions, as a matter of fact, related to component parts of position papers.

5:10 p.m.

Mr. Bradley: You would likely get that kind of response if you were to open up the final position that you put forward to some kind of public hearings where we would have an opportunity to make judgement on the representations made from various groups. For instance, we would like to know how those directly affected by certain of these proposals feel about—

Hon. Miss Stephenson: I know for a fact that you have an opportunity—not infrequently in actual fact—to meet with representatives of the various teachers' federations to hear their concerns about certain ministry policies. You have an opportunity to hear that. I think you would also have an opportunity to meet with representatives of the Ontario School Trustees' Council. Are you suggesting that you could not possibly do that and then develop your own personal opinion?

Mr. Bradley: I think there is a great advantage because they recognize that you people are controlling the show over here with your numbers. I think they like to have the opportunity to make those representations before a committee where members of all parties are able to question them on the position they are putting forward.

In that way we can make reasonable judgements. I think when they meet with us individually they feel that it is a useful exercise, but they know that ultimately they have to move the Rock of Gibraltar and not the Rolling Stones.

Hon. Miss Stephenson: I am glad that you compare us to the Rock of Gibraltar and not the Rolling Stones, such as you are. I really wondered what sort of group you were. Now I recognize that you are a rock group—this way and that way and down the hill, gathering no moss.

Mr. Bradley: Just because you voted for Hansard I will not say it.

Hon. Miss Stephenson: It seems to me that it is a part of individual members' responsibility. If they have strong feelings about any position

paper which is developed, they should let the ministry or at least the minister know. You never hesitate to inquire about certain aspects of specific activities about which you may have some strong feelings, so why do you not do it about the papers that are produced as well?

Mr. Bradley: To look at this in its total context, have we extracted from you a commitment that you will have some sort of public hearing?

Hon. Miss Stephenson: No, you have not extracted that from me. I said that the consultation process will proceed, which means we will consult with those groups with whom we traditionally consult and, in addition, with those groups that decide it is appropriate to request consultation.

Mr. Bradley: So you are going to deny the public and vested interest groups the opportunity in a public manner before a committee of the Legislature to have input into the final secondary education review project recommendations?

Hon. Miss Stephenson: We have never denied the public or any group input into anything because we have asked for and received from members of the general public—many thousands of members of the general public, but not the members of the Legislature—their opinions about SERP recommendations.

Mr. Grande: I do not know why you are making a big thing about this.

Hon. Miss Stephenson: I am not making a big thing about it. I simply asked a question. You react to the question instead of responding to it. You do not have to duplicate it.

One thing more I would like to say is that the illusion Mr. Bradley is attempting to foster that there is a great big iron hand that does things in the Legislature is just that, an optical illusion, or a cerebral illusion as far as you are concerned.

Mr. Grande: You are right. It is an illusion that is about to evaporate in about three and a half years' time.

Hon. Miss Stephenson: You have been suffering from all sorts of hallucinations for a long time, and that is yet another one. I said "you" collectively. I meant the New Democratic Party.

Mr. Grande: Let me say that I recall very vividly a meeting you had with the borough of York, the teachers and parents. At that particular time you said to me, "Tony, if you had got up to ask a question, I would not have answered the question for the simple reason that you have

access to the Legislature and you do not need to get up at a public forum to ask a question of me."

Now you seem to be turning that around and saying that our comments in committee and in the Legislature, in terms of our input into the process, is not enough. You want some other kind of input from us.

Hon. Miss Stephenson: I just wondered why you do not respond that way. I know the motivation behind most of the questions in the Legislature. Most of the motivation is less than totally productive in terms of the advances which we might make in support of education. However, none the less, I recognize that this is one of the ways in which you have input. The question I ask is why you do not, as members of the opposition, provide either your party's position about our position papers or individual positions.

It is a simple question. I do not expect I am going to get a full answer today. I am sorry if we have deviated.

Mr. Grande: I do not think that it is deviating at all. I think you are talking about a process which is fundamental. You are not deviating. I think your consultation on any particular given topic, in any particular position paper that you set out, is from interest groups basically.

Hon. Miss Stephenson: Oh, no.

Mr. Grande: What we are talking about is the consultation process that you open up with the public at large in Ontario, and you have a route to do that.

Hon. Miss Stephenson: We certainly did it with SERP and you cannot quarrel with that mechanism.

Mr. Grande: You did not do it with SERP in terms of the legislative setup.

Hon. Miss Stephenson: We have not done anything legislatively yet, for goodness' sake. We are proposing at this point.

Mr. Grande: About three years ago the opposition parties decided that Bill 19 was not going to be read a third time. We wanted to go to committee.

Hon. Miss Stephenson: And you complained about the fact that you did not approve Bill 19 at least three times during these estimates.

Mr. Grande: At that particular time we heard input from people. That input said, "Forget about this smoke screen of Bill 19. Let us deal with the educational problems and concerns that we have."

We called at that particular time for a select committee on education, and we will continue to call for a select committee on education to give the public at large—not just the interest groups with whom you may or may not want to consult.

Hon. Miss Stephenson: Tell me who comes to hearings within the Legislature outside of interest groups?

Mr. Grande: Anyone in the province who is interested in that particular topic or issue.

Hon. Miss Stephenson: Outside of interest groups, who comes to hearings?

Mr. Grande: On Bill 19, as I recall, you had more parent groups than you wanted.

Hon. Miss Stephenson: Related to the closing of schools, for example?

Mr. Grande: Because they were concerned about education. They were not concerned about the amalgamation of the ministries.

Hon. Miss Stephenson: They were related specifically to the closing of schools, and Bill 19 had nothing to do with any of the policies of either of the ministries. It was simply to amalgamate the two ministries for purposes of administrative effectiveness and economy—

Mr. Grande: But you are answering your own question.

Hon. Miss Stephenson: —and you would have benefited because in every single estimate since you have been asking questions in the Ministry of Education estimates which relate to the Ministry of Colleges and Universities.

Mr. Grande: I have?

Hon. Miss Stephenson: Yes, you have. The chairman has had to tell you that these items will come up in MCU estimates and that it is not appropriate to talk about them now. We could talk about the whole ruddy lot if you would simply refer Bill 19 for third reading.

Mr. Grande: You are skating around it.

Hon. Miss Stephenson: No, I am not skating around it.

Mr. Chairman: Mr. Bradley, I believe you have had an answer as to legislative hearings.

Hon. Miss Stephenson: The position paper will obviously be distributed widely, and we would anticipate that there will be responses, including those of members of the opposition.

Mr. Bradley: I take it that any significant structural changes will be made by means of legislation.

Hon. Miss Stephenson: If anything requires legislative change, of course it will come in the form of an amendment to the act and when that happens there will be the usual procedures to discuss the proposed amendments, but there will have been a great deal of consultation which will have gone on before that ever happens.

The public participation in the entire SERP process, I can tell you, was more comprehensive in scope and involved more people from all parts of society than any activity I know of that has taken place within any Legislature related to education.

Mr. Chairman: I just wanted to dispel the whole question of public groups and interest groups. Most interest groups are, in fact, called public interest groups. They do organize in an interest fashion from the public sector.

5:20 p.m.

Mr. Grande: Thank you very much for the information.

Mr. Chairman: I do not know. I am confused whether or not there is a real distinction there.

Hon. Miss Stephenson: That is the question I was asking. Who appears before our Legislature committee? Who comes before it? They are usually interest groups that have a specific concern. Most of them do not hesitate to make their views known through other mechanisms as well. Directly corresponding with the minister is one of the ways and, thank goodness, it happens. I have invited this, as you very well know.

Mr. Bradley: How long does it take them to get an answer? I do not want to ask this sarcastically. How long do you usually take to answer?

Hon. Miss Stephenson: Sometimes we are pretty darn good. Sometimes we can have a turn around of only a few days. Sometimes it is longer when it is complicated, particularly by the legal branch.

Mr. Bradley: The Attorney General (Mr. McMurtry) seldom answers letters even from members of the Legislature in less than six months. I am glad to hear you answer questions much faster.

Hon. Miss Stephenson: We try to make our turn around time in 10 days as a general rule. We do not always meet that because there are complicating factors. Unfortunately, from time to time we get second letters when we have not received the first one. It is difficult to cope with, but—

Mr. Bradley: That is when we get the copy of the letters.

Mr. Chairman: Perhaps I could comment on the speed of these deliberations to committee members. There has been a request by a few members of the committee that they would like to give the representatives of the Education Relations Commission some time before this committee. I know the minister is still in the stage of answering the critics. I see point number 19 of 33 points—

Hon. Miss Stephenson: We have dealt with 20 so far.

Mr. Chairman: I think if the minister simply answers without the volume of interjections—I am sure you have questions—it will probably speed up the process. We could move a little faster and allow for some substantial time—and I am talking of maybe an hour or two at least—to meet with the Education Relations Commission as some of you have expressed the desire to do. It is not to discipline yourselves in any way but just to make these procedures go a little faster.

Mr. Bradley: Mr. Chairman, we would like to question the Education Relations Commission to a certain extent, but I would not want to think we were going to spend an excessive amount of time at the sacrifice of other areas within the estimates. I find it very useful to be able to interject and ask supplementary questions of the minister when she is replying. I am sure we will have sufficient time to spend with the Education Relations Commission as well as dealing with other important issues.

Mr. Chairman: I just wanted to remind the members to keep that in mind. Mr. Gillies, you had a question or a comment on this?

Mr. Gillies: No, Mr. Chairman, I was over there.

Hon. Miss Stephenson: There was a comment, I believe by Mr. Bradley, that related to the secondary education review project report, namely, that pupils in secondary schools have too many spares and are doing a lot of loitering in public places such as shopping malls. The SERP report has indicated concern about this issue and, as a result, has recommended an increase in diploma requirements.

We are in the midst of analyzing the implications of such a change and that will be a part of the position paper which is provided. I would honestly have to say that from most of the communications we have received from groups of parents and from members of the general

public there has been a general concern about what is described as discipline within the schools. I suppose that is exemplified by student behaviour in certain kinds of circumstances.

One of the strong SERP recommendations was the establishment within each secondary school, in co-operation with students and parents, of a student code of behaviour developed by a group of people outside and inside the school. That is one of the things that could be done right now without any change in legislation or any change in policy or anything else. We would strongly recommend that boards foster that concept immediately.

I think we would all be naive if we thought changes in school structure or organizational patterns or the establishments of codes or the development of a committee would solve all of the behavioural issues facing society at this point relating to young people. It is obvious that increased co-operation amongst all of the agencies that have responsibilities for young people is absolutely essential if we are going to effect any major change in that area.

We are at present initiating the production of two documents, one on discipline and authority and the other, which you know about, on morals and values education. Both of these will help schools to provide greater emphasis in the behavioural area than we have been able to do in the past.

Mr. Bradley: What has been your experience from your knowledge of boards of education in very recent years backing the teachers when they get into a pinch? Some teachers get the impression that it is much easier to turn their heads the other way than it is to get involved if they are not going to get the backing of an administration within a school or a board of education through its administration. What has been the general experience in your view?

Hon. Miss Stephenson: I can report only from a limited series of personal communications with individual teachers. It is not broad or comprehensive and certainly not scientifically valid. The expressions of concern I have heard have been specifically in the area of lack of support from the principal of the school for the individual teacher or even for a small group of teachers in attempting to deal with certain behavioural problems or difficulties in discipline which they have perceived as necessary.

That is worrisome, if that is so. One of the areas that should have been addressed pretty well last year by the response which we provided to the joint committee—I am trying to

remember; I think Fred Burford was the chairman of the committee—related to vandalism. We distributed to all of the principals in the province a résumé of their responsibilities and the kinds of resources they had available to them to deal with the kinds of behavioural problems which were troublesome within the schools.

It would have been my hope that many more of the principals would have ingested that totally and would have understood they had a considerable amount of authority they could exercise. That then would have been demonstrated in support of teachers who felt it was necessary to have that kind of backing. However, the problem is still being brought to my attention by individual teachers, and that is worrisome.

Mr. Bradley: The gentleman whose name you mentioned, I believe, was also associated with another issue that arose last year in particular.

Hon. Miss Stephenson: Marijuana?

Mr. Bradley: Yes. The federal government keeps talking about changing the law. The three parties in the federal Parliament seem to have some kind of general agreement that it is going to happen and it never does.

I was interested in the position of your government in this matter. My understanding is that Mr. McMurtry says, "Well, I'll be partisan," or "You can think I am going to be partisan." He seems to want to ride both sides of the issue. He seems to want to say, "Well, yes, take it out of the Criminal Code, but we still want to retain some kind of record in there." Maybe it is a reasonable position. I think it is a fence-straddling position, but a lot of us do that from time to time.

Hon. Miss Stephenson: It is the official position of the Canadian Medical Association as well.

Mr. Bradley: I appreciate that.

Hon. Miss Stephenson: They are not straddling the fence about it, I can tell you.

Mr. Bradley: It seems to me the Ontario Secondary School Headmasters' Council, as they call them—I call them principals—expressed some pretty grave concerns about any lessening of the penalty. I recognize the ramifications of what is happening now and how many rich and influential people have children who could be nailed for marijuana possession. That is a little bit of pressure in itself.

Hon. Miss Stephenson: I am much more

concerned about the kids of non-influential people.

Mr. Bradley: I contend the people up here are the shakers and the movers. When they say the marijuana law should change, that is when it will change—when their own kids are going to get nailed for possession of marijuana and they do not want to be embarrassed by having a kid with a criminal record. I appreciate it is only a personal point of view, but I think that is when it happens.

I am asking you for the position of your government in regard to the potential changes in the federal legislation, particularly in view of the concerns expressed by the secondary school principals, that if you start lessening the penalties, you are ultimately going to be asking for some considerable problems with young people in our society.

5:30 p.m.

Hon. Miss Stephenson: One does not necessarily need to lessen the penalties to decriminalize the simple possession of marijuana which, I think, was what was being said. The difficulty is in defining simple possession. No one has achieved any precision in that area at this point.

Mr. Bradley: True.

Hon. Miss Stephenson: That is where a major problem lies. I had an experience some years ago—not in my own area—with the problem of an excellent secondary school student. He was made the butt of a practical joke which resulted in his acquiring a criminal record for simply having one joint, which is what I think they call them, placed in his locker. He had no idea it was there. I am aware of the devastating effect on that person and on a couple of others as well.

I am much more concerned about the effect on normal kids of having to carry that around for any great period of time. Obviously there is a way in which appropriate punishment or discipline can be carried out without imposing a criminal record for something of that ilk. It is really very difficult to determine whether the young person has that amount of marijuana on his person or within his personal belongings for the purposes of personal use or trafficking. That is an extremely difficult question.

I have a feeling, as a result of the information coming forward about the very damaging physical as well as emotional effects of marijuana, that many more young people who are sensible and sensitive and have the support of their families will be less tempted even to try marijuana because it is even worse than these things.

That has certainly not been solved at this point.

Mr. Bradley: What representations has your government made to the federal government on this issue?

Hon. Miss Stephenson: The Attorney General has made representations to the federal government, and his representations have obviously been heeded because the speed with which they were moving to the introduction of legislation has been slowed down quite dramatically. He is not alone in doing that because the same thing is happening in other provinces as well. There is very real concern about any modification of legislation which seems to give legal support to the use of marijuana by anyone.

I know that there is a group of professional people who think it is perfectly fine. They are the same people, I guess, who want to see all the pornographic movies on television with some regularity, which worries me too. However, that one has not been solved at this point.

Mr. Bradley: What are the results of your studies?

For instance, there was a front page article in my local newspaper, the St. Catharines Standard, the other day. Our local board of education stated that the use and incidence of finding drugs in schools or students on drugs at the particular time they are attending school has diminished. It is not as great a problem. Then the reporter interviewed some students who said, "Ha, ha," to that. There seems to be a divided point of view there.

Whether it is polls or studies or whatever you do, what are you hearing about the problems related to drug abuse, including alcohol abuse, among school-aged people—I should not say just in schools—and the incidence of selling taking place on school property? It can take place outside anyway.

Hon. Miss Stephenson: The survey that was carried out, I believe by the Addiction Research Foundation, did give us some indication that there was a slight decrease in the prevalence and use of hard drugs within schools of the province. However, there was certainly a significant increase in the use of alcohol and not very much of a decrease, unfortunately, in what is called the soft drug area.

Our concern has been maintained as a result of the kind of information developed by the Addiction Research Foundation. We have been working with the Ontario Association of Chiefs of Police and the Alcoholism and Drug Addic-

tion Foundation to attempt to bring into the schools at an earlier age—at a lower level, at the elementary level, for example—information and instruction regarding the fact that there is no safe drug because there is not.

There is not one drug in all of our armamentarium that can be considered totally safe. It is safe only when it is given to a person under the appropriate conditions and by the right person.

Mr. Bradley: Did the raising of the drinking age to 19 make any difference, as far as you know from studies you have seen done through the school system? Did it diminish usage of alcohol by young people—

Hon. Miss Stephenson: No, not that I am aware of.

Mr. Bradley: —and problems that were related to alcohol in terms of school dances where the cops had to come in three times a night to haul somebody out?

Hon. Miss Stephenson: I am not sure that lowering it made any great difference either in the first place.

Alcohol is apparently an accepted social drug within our society. It is the attitude of adults, rather than any specified age of permission to use or not to use, which is much more effective in terms of pupil behaviour. We are, as I said, working with those groups, and some of the boards have developed some very good programs as well. We are attempting to collate those and distribute them so that other boards will be aware of the kinds of things they are doing.

Mr. Bradley: There is some good education going on in the schools in regard to all these things, but I know what you are talking about when you say that the school system cannot stand alone as a pillar. It helps, but it cannot stand alone.

Hon. Miss Stephenson: That is right, which is one of the reasons why we have banded together with, for example, the police chiefs. It seemed to me that this was an appropriate kind of co-operation to bring to the attention of young people the concerns we should have for them, which they should share about the use of many kinds of drugs. We are still going with that one.

One of the things I should tell you is that in this summer's principals' course the topic of the principal's responsibility and capabilities in dealing with behavioural problems, vandalism problems and that kind of thing within the school is going to be a specific part of the curriculum. Since we have, I think, approximately 2,000

candidates for principals' courses this year, that means an awful lot of them are going to be aware of what is available to them.

You were complaining about the effectiveness of early school leaving policies.

Mr. Bradley: John Sweeney found some problems when he realized that these task forces cannot be as comprehensive as we might like. One of the things he told me that really emerged from it was that the people who are leaving school early were simply not functioning in society. It really was not doing any good. The theory was, to a certain extent, that if you let them out of school because they are not doing anything there anyway and train them for something or get them involved in something, it will all work out fine. He seemed to be finding out, going around the province, that all was not fine and that it really was not doing much good to let them out early. Does that correspond with what you find?

Hon. Miss Stephenson: The proportion of students involved in the process of early school leaving is really very small. It is about one per cent of the total school population. The process tries to ensure that the student will leave only if he or she has employment. The employment may be in the family business or on the farm or something of that sort, but if it seems to be most appropriate, the early school leaving activity takes place and the student is excused.

If he does not continue to work, if the student loses or quits his job, he is required to return to school. In actual fact, the experience of boards is that about 50 per cent of those who do not maintain their jobs do return to school and are caught up again in the educational process. A lot of them who participate in early school leaving find out that it is not such a great experience after all, and decide that what they really need to do is to go back to school.

It is interesting that we are now having many more drop-backs, I guess you would call them—we used to call them drop-outs—coming back into the school system, certainly at later ages than one would have anticipated. This seems to be increasing annually. That is a good indication that students understand it is better for them to have some kind of educational background before they attempt to move out into the work force.

5:40 p.m.

The numbers involved in the early school leaving program are really quite small. I am not sure one could say as a general rule that it is a

disaster because many of the kids who do are involved in family businesses.

Mr. Bradley: It sounds awful to say it, but it also relieves the classroom of certain problems. In a utopian society—not even in a utopian society—the goal we have set for ourselves is to try to educate everyone. Frankly, there are circumstances where a few people are providing so much disruption that the other 33 people in the room are not gaining anything. Sometimes it does alleviate a problem that way. I say it is pretty negative to put it in those terms, but it is practical.

Hon. Miss Stephenson: We are reviewing the regulation again now and we will get as much information as we possibly can in that review. During the 1980-81 school year there were 2,753 14- and 15-year-olds not in regular attendance under the early school leaving program. That is a 17 per cent decrease from the previous school year.

Twenty-two per cent of those were 14 years of age and, of the 2,753, 26 were involved in some form of education after they had left school, either part-time at night school or correspondence courses. The committees last year refused about 10.5 per cent of the applications received from parents as well because they did not feel it was either appropriate for that young person or that the employment was not the right thing for them to do. Interestingly, it is still 27 per cent more boys than girls who apply for early school leaving.

Mr. Grande: It is only logical.

Hon. Miss Stephenson: Why?

Mr. Grande: Well, because the kids who have more problems in terms of special education in the schools happen to be boys. Is that not a fact? I think maturity plays a tremendous part in that process, does it not?

Hon. Miss Stephenson: Not all the problems are related to what could be defined as special education problems either.

Mr. Grande: I mean that figure is not surprising to me. It jibes.

Hon. Miss Stephenson: The guidance at grades 7 and 8 was also raised by Mr. Bradley. The secondary education review project recommended that increased emphasis be placed on both in-service and pre-service programs to help all teachers, not just the guidance teachers, develop some guidance and counselling skills. That is part of the role of the classroom teacher. It is also recommended that we clarify the role

of guidance counsellors in grades 7 and 8 with respect to their responsibilities for career and personal counselling.

As I told you, it seems that at the 7 and 8 level there is a greater opportunity to provide the career counselling mechanism than there has been traditionally at the secondary school level. We are hoping to mandate guidance programs at the grade 7 and 8 levels. The student guidance information service, formerly limited to secondary schools, has been made available to grades 7 and 8 students right across the province and is being heavily used by them. That is an encouraging sign as well.

Mr. Bradley: It is great in theory to say all teachers should provide some form of guidance to their students, but what happens is that in comes the pinch in terms of money—I am not laying the blame anywhere right now; I am not looking at you and saying you are to blame—and they say: “What can we eliminate? Let us eliminate the guidance teacher from the senior elementary school or from the elementary school and the regular classroom teachers will do the guidance.”

It just does not get done properly. We can provide a certain amount of guidance but the detailed specifications, as you say, of actual careers, courses that must be taken in secondary school and so on, just does not happen.

Hon. Miss Stephenson: After Eight is available to them as well as SGIS.

Mr. Bradley: I am glad you are mandating it in grades 7 and 8.

Hon. Miss Stephenson: As I say, that is one of the things we hope to do.

Mr. Grande: Has there been an increase or decrease of guidance counsellors at the elementary level prior to grade 6?

Hon. Miss Stephenson: I cannot tell you that. I do not know. We could try to find out for you.

Mr. Grande: Please do.

Hon. Miss Stephenson: The next question was related to compulsory fitness programs. That is an interesting little item in that it was one of the things SERP looked at. It has suggested there should be one physical education credit in its list of required or mandated credits within the secondary system. We have certainly been attempting to ensure the physical education program is related to health and the maintenance of physical fitness. There is a fact sheet which I can share with you. I am not sure how many copies we have. It is entitled Physical

Fitness and Your Child and outlines for parents the need for comprehensive and sound physical education programs.

Mr. Bradley: This is useful. My question is, are you going to make it compulsory from grade—

Hon. Miss Stephenson: You will find that out when you get the SERP position.

Mr. Bradley: You have not decided that yet. Are you thinking of that anyway?

Hon. Miss Stephenson: Those who have listened to me in estimates before know what my position is.

Mr. Bradley: I did not have that privilege.

Hon. Miss Stephenson: I feel it is an integral part of the educational process. However, I have suggested from time to time that we would not need a compulsory physical education program if everybody had to walk to school, except for those kids who live four or five miles away from school, something of that sort.

Mr. Bradley: You have looked at the high school parking lots, have you?

Hon. Miss Stephenson: Yes, and busing them around the corner.

Mr. Bradley: The Corvettes.

Hon. Miss Stephenson: They do not belong to the teachers, do they?

Mr. Bradley: No. They could not afford them.

Hon. Miss Stephenson: I am not sure about that. There was another question raised related to the University of Toronto decision regarding grade 13 courses. I will tell you, and Mr. Podrebarac will support this with some feeling, that there are ongoing and continuing discussions between the university and the ministry about various subject groups.

You are all aware a credit for grade 13 family studies was not accepted for 1983 admission, but the date has been moved to 1985 as a result, I think, of the dialogue about the needs of students who already made commitments in their secondary school programs which included credits in family studies.

That dialogue is continuing in all subject areas which are currently said to be not acceptable for U of T admission. The concerns at the university seem to be focused on the wide range of instructional practices in the schools when offering certain grade 13 subjects. Their position is that the courses do not seem to be consistent enough in academic emphasis across the province. The majority of universities, how-

ever, do accept all grade 13 credits towards university admission.

Mr. Bradley: They have that kind of autonomy, I take it. Even though in our education system in Ontario the Ministry of Education says these courses are all right for grade 13, they still have the right to decide on their own whether they think they are all right for admission purposes?

Hon. Miss Stephenson: Yes, indeed they do. We would hope they would consult with us before they make radical changes, but one of the things I will remind you of is that the University of Toronto has the highest admission standards of any university in Canada. It appears they think they are going to maintain that.

We are planning curriculum renewal in a large number of subject areas and we will be working very diligently in that direction. Those courses which appear to be unacceptable for that institution are some we will be looking at very carefully and very critically.

Mr. Grande: Can I ask a question, Mr. Chairman, of George here?

Mr. Chairman: Mr. Podrebarac.

Hon. Miss Stephenson: Not all members of the Legislature have lunch with him; that is why.

Mr. Chairman: Now we know where he gets his information.

Mr. Grande: What did you have to do to get a change from 1982 to 1985? The process is interesting. I just would like to find out since, obviously, the University of Toronto has the local autonomy to decide what courses they—

Hon. Miss Stephenson: In some areas, I suppose the process would be described as juggling, but in actual fact, I think Mr. Podrebarac provided them with the logic of the situation.

Mr. Grande: I am interested in the logic.

Hon. Miss Stephenson: By all means.

Mr. Podrebarac: Mr. Chairman, the debates have been long and many. One of the key issues we focused on with Ministry of Education personnel was the content of the various courses. Some of the University of Toronto staff have been looking at general, overall themes without looking at the specific content. We did take a lot of time in going over many subjects, trying to look at content.

We had University of Toronto staff looking at Ministry of Education staff, and I should say that many of the school boards also went out of their way to send detailed curricula which clearly demonstrated that the content is quite

appropriate. As a result, they were able to make some decisions, to change their positions, and delay certain situations as the debate continues. It has been a long process, but worth while.

Hon. Miss Stephenson: When it continues.

Mr. Bradley: That gets us to the real question. Who paid for lunch?

Hon. Miss Stephenson: I did not ask that question.

Mr. Grande: If you are interested, I will tell you.

Hon. Miss Stephenson: There was a question raised, as well, about the University of Toronto's decision to establish entrance examinations for admission to U of T.

It would appear, as a result of our discussions with U of T, that the university has been concerned with two items specifically: one, the low high school achievement in English on the part of many of the visa school graduates and, secondly, with U of T's desire for instruments which would provide them with more precise placements of entrants to university.

We are continuing to focus on increased consistency in academic expectations right across the province through the curriculum guidelines and the Ontario assessment instrument pool. Beyond this type of monitoring, however, it is the policy of the ministry to respect the autonomy of U of T and to continue to communicate actively with the university in all matters relating to that interface between secondary education and the universities.

Mr. Grande: The entrance exams at the University of Toronto are going to come in by 1985 so that you will be able to say to them, "Sure, if you want to eliminate them, then eliminate them with your own exams."

Hon. Miss Stephenson: They have a mechanism right now, as you know, which is not an admission mechanism. It is an ongoing mechanism to determine whether the student will continue to be a student at the University of Toronto on the basis of a language examination which is written, but that has been in place.

Mr. Grande: Is that the way it works? Do it in 1975 with your own entrance exams, but—

Hon. Miss Stephenson: In 1985.

Mr. Grande:—do not embarrass us in the process right now.

Hon. Miss Stephenson: No. The determination was established primarily, apparently, on the basis that the university did not feel that it had sufficient factual information to assist in the

appropriate placement of students within the university.

We have had a good deal of discussion about this one and have suggested strongly that the use of certain of the pools in OAIP would be very helpful to the university if they really wished to utilize them for admission purposes. I think they are looking sympathetically at that as well.

Mr. Bradley: This is not a universities question; it is a high school question. Are the universities still using their computers to determine whose high school marks they can believe and whose they cannot? That is putting it very bluntly.

Hon. Miss Stephenson: I am not sure they ever use their computers for that purpose.

Mr. Bradley: That was always rumoured.

Hon. Miss Stephenson: Anybody who has been around a university for any length of time knows that the only place in which the rumour mill is more effective is at Queen's Park.

Mr. Bradley: So you are not convinced that ever happened, that they ever looked with a jaundiced eye on certain students coming in from certain secondary schools?

Hon. Miss Stephenson: I have been told that in certain faculties admissions committees maintain little lists that would give decided preference to certain secondary schools. To my knowledge, no one has ever seen the lists.

Admissions committees are not permanent. They change on a regular basis, and their prejudices may not be the prejudices of the next. Whether that solves any problems or not, I am not sure. To my knowledge, the computers were not used for that purpose.

Mr. Chairman: Madam Minister, perhaps we could leave it at the entrance exam topic?

Hon. Miss Stephenson: All right.

Mr. Chairman: I would like to ask the committee members one question as to how to proceed.

Normally the ministry staff are here following the process of our deliberations and the appropriate items and votes as they come. The Education Relations Commission is scheduled under the third vote, first item, which most likely will be on Wednesday. If you would like to do some earlier or some later votes earlier, we have been flexible in the past. I personally would prefer that we proceed in order after the minister completes her response to some of the comments. I think there are two or three items left.

Hon. Miss Stephenson: There are not very many.

Mr. Chairman: We have five hours and 14 minutes, which is about two and a half hours on Tuesday and maybe two hours and 45 minutes on Wednesday. On item 1 in the first vote, there are a number of things for discussion, the Ontario Educational Communications Authority and other areas. I would like to proceed in that order unless there is a specific request or strong feelings by the members of the committee that they would like to skip the first and second votes and go into the third vote item.

Mr. Grande: Let me put it to you this way. It is not a matter of skipping the votes. We could deal with the vote the Education Relations Commission comes under first and then go back. It is not a matter of skipping votes.

Hon. Miss Stephenson: Could I give you some information?

Mr. Grande: About the Education Relations Commission?

Hon. Miss Stephenson: Yes. The chairman of that commission will be available on Wednesday without question. I doubt it will be possible for him to be here tomorrow.

Mr. Grande: That settles it.

Mr. Chairman: That settles most of it.

Mr. Bradley: Mr. Chairman, in regard to that—and I think you have been fair and flexible in this regard—there are two ways of handling it. Mr. Grande, I think, has pointed out one. We can play the game, which really is not a game, it is an estimates game of handling everything under the first vote and just going wherever we want. The second way is picking specific items. I think we have covered some of them very well in the initial comments of the two critics and the minister and others in the committee.

There are certain specific ones. Mr. Grande has referred to the Education Relations Commission as one. I would hope we would be able to guarantee we would have some time there, regardless of where we were in votes. There are certain other ones we might want to deal with in a little more detail.

For instance, in the light of very recent developments, there is the heritage languages

program. We might want to spend a significant amount of time discussing that, although we have touched on it, in view of the letter of the minister to the board of education and their response. I hope we do maintain that flexibility. I commend you on suggesting that and on being fair with the committee in that regard.

Mr. Chairman: Thank you. We rarely hear compliments from committee members.

Mr. Bradley: Save for that one.

Hon. Miss Stephenson: It is probably the last one.

Mr. Chairman: So it is agreed, Madam Minister, that you would make sure the Education Relations Commission chairman is here on Wednesday?

Hon. Miss Stephenson: Under the first vote you want OECA. Is the Ontario Institute for Studies in Education there as well? I keep forgetting. I guess it is.

Mr. Chairman: Before you leave, there is one final problem related to the last remarks made by the vice-chairman before we adjourned last week, namely, we should decide on what to do with the Education Relations Commission report. I understood your remarks were related to that report.

I would like to suggest that when the estimates are completed on Wednesday we could then make a decision on when and how to proceed with the ERC report which has been given to this committee to deal with. Is it agreed that we do not have any motions on it but leave it to Wednesday? Thank you.

Mr. Grande: The Education Relations Commission is coming before this committee on Wednesday?

Mr. Chairman: On Wednesday, yes, but we still have the report to deal with.

Mr. Grande: Yes, I understand that.

Hon. Miss Stephenson: Unless the committee decides it does not need to deal with it.

Mr. Chairman: We may decide not to deal with it.

The committee adjourned at 6:02 p.m.

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Ontario. LEGISLATIVE ASSEMBLY

No. S-10

Legislature of Ontario Debates

Official Report (Hansard)

Standing Committee on Social Development
Estimates, Ministry of Education



Second Session, Thirty-Second Parliament
Tuesday, June 15, 1982

Speaker: Honourable John M. Turner
Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, June 15, 1982

The committee met at 3:37 p.m. in committee room 1.

ESTIMATES, MINISTRY OF EDUCATION

(continued)

Mr. Chairman: I see a quorum. I am calling the committee to order.

I believe, Madam Minister, you still have four or five points in reply to the comments of the opposition critics. Perhaps we could proceed now and, hopefully, start the first item on the first vote.

Hon. Miss Stephenson: The next item in response relates to a question which I believe Mr. Bradley raised regarding the future role envisaged for education and day care, or empty classrooms to be taxed.

We have encouraged boards of education that have vacant classrooms to utilize those classrooms in support of services provided by an agency or a group within the community and to make those spaces available for that purpose. A number of boards have responded positively to that in providing for day care, providing community health centres, and providing a number of other things, including senior centres, within vacant classrooms in schools.

As far as the taxation question is concerned, the property occupied by day care centres generally is of course taxable. When an exempt property, such as a school building, is converted to day care use it loses its exemption from property tax. Municipal governments however are empowered to make grants to nonprofit community service organizations and this authority certainly can be used to make a grant to refund the amount paid in property taxes for both municipal and school purposes.

I can tell you that the Ministry of Revenue is currently reviewing the matter of taxation of property occupied by day care centres and has requested input from other ministries. That is being provided.

The next question related to the examination of the role of a trustee by the committee on the role and function of trustees. The specific question was the response regarding teachers as trustees.

This is a matter which we have discussed in

estimates committees ever since I have been minister and it is indeed a thorny question. A number of the respondents to the questionnaire submitted by the committee on the role of the trustee included statements that, in areas where there was, for example, a preponderance of either teachers or spouses of teachers functioning as trustees within a board of education, if they declared, as they should properly, their conflict of interest in certain matters a very large amount of the burden of the effort of the board or education or school board fell on a relatively small number of trustees.

3:40 p.m.

This ensured that, for many very important issues for debate within the board, the interests of a number of the electorate, those individuals represented by trustees who had declared their conflict of interest, were not being represented appropriately in the discussion. It was also considered inappropriate that perhaps 20 per cent of the board should be carrying the work of the entire board in about 80 per cent of its effort.

However, the issue is one of the democratic right of an individual to serve or to stand for election at any level. If the electorate chooses to elect an individual who will not be able to represent that group of members of the electorate in all matters, that is a decision the electorate must make.

It would appear that it would be wise if the electorate generally were to be aware of some of the problems inherent in this activity, but the final decision obviously should be made by the electorate itself and not by any legislation which restricts the activity of one group within society in their democratic right to serve as elected representatives.

I think almost the final question—it is not quite the final question—was the whole question of equal opportunity and affirmative action.

In the administrative level of education there is still a relatively small proportion of posts occupied by females, although a very large number of those who are charged with the responsibility of teaching are female. We have been working diligently with various groups in the education field to stimulate interest in the whole concept of equal opportunity for women.

We are encouraged that when there is freedom to participate on a fairly open basis there is a very good response in the numbers of women who participate in activities which could lead to the achievement of additional qualifications at the administrative level. The response is certainly not, however, proportional to the numbers of women in education.

I think one has to be aware of the fact there are those who really do not seek that further responsibility, are perfectly happy with the area of function they are currently serving and feel it is the one which is most appropriate for them. I do not foresee any action which would force women to make the decision that 58 per cent or 65 per cent of them would have to participate in courses that would lead to further qualifications if they do not wish to. But we do provide information and encouragement to stimulate greater interest by larger numbers of women in proceeding in that direction and we shall continue to do so.

Mr. Bradley: I am sorry. Just at the very end of your comments about whether teachers should be trustees—I am going back one, I realize that. I take it your view is there should not be any legislative change prohibiting them from running for election for school boards.

Hon. Miss Stephenson: I have made clear over the past four years that to prevent any group of individuals in our society from exercising their democratic right to stand for election, if they are qualified to do so—that is if they meet the criteria—would be inappropriate. I have not changed my mind. I am going to have to be persuaded by much more cogent arguments than I have heard to this point.

However, I think the electorate should be made aware of what is perceived to be the problem when an inordinately large number of trustees within a board happen to be either teachers themselves or the spouses of teachers. It is quite obvious that there is a great hazard of conflict of interest in that circumstance.

If the number is very large then, as I said, the great burden of the work of the board of education or school board may fall upon a relatively small group of trustees within that board's area.

Does that answer your question?

Mr. Bradley: Yes.

Hon. Miss Stephenson: Are you considering standing for a school board?

Mr. Bradley: No.

Hon. Miss Stephenson: Good.

Mr. Bradley: I still have a leave of absence though, just in case.

Hon. Miss Stephenson: Oh, really?

Mr. Chairman: You must be kidding. Which board is that?

Mr. Bradley: The Lincoln County Board of Education.

Hon. Miss Stephenson: We will have to make sure that you manage to exercise your prerogative related to that leave of absence.

Mr. Bradley: One never knows.

Hon. Miss Stephenson: The subject of vandalism was raised by Mr. Bradley as well and I think we have touched on it fairly comprehensively. I wonder if there is anything further that he wants me to add to that, except perhaps to remind you that Judge Beaulieu was the commissioner appointed by the Attorney General (Mr. McMurtry) to examine the subject of vandalism and his report, which contains 66 recommendations, is in the process of being studied by the ministry. We feel very strongly we can support and endorse many of those recommendations and will inform boards of education of our support for them.

The matter of joint occupancy is one of my favourite hobby-horses; I am very glad you have raised it. The example in Lincoln is one which I hold up with frequency as the shining light of the kinds of things that can happen when people are willing to work together to achieve educational facility and opportunity for children in spite of differences based upon religion.

Mr. Bradley: From my observation and from my knowledge of the parents in the area and the people who work in those schools it certainly has been a successful—I will not call it an experiment—pilot project, I suppose, or a successful operation at least. Many of the initial fears a few people had about how it would work have not been realized. The problems they foresaw have not materialized and the community at large seems to accept it.

Certainly in looking at costs it is very good. Both boards of education are cost-conscious.

There is no rivalry between the two. I think there is a good relationship between the staff and between the students themselves. As I say, many of the early misconceptions have been cleared up and many of the anticipated problems have not materialized. I would hope that project would be extended right across Ontario in many different communities.

Hon. Miss Stephenson: It is not for want of encouragement, I can tell you.

Mr. Bradley: I suppose you meet resistance in some areas, no doubt, but people are even encouraging it among their own trustees in other areas. I commend you on encouraging people across the province to do that—unity, understanding and all of that.

Hon. Miss Stephenson: I do not think there is any doubt that some of the early misconceptions produced some fairly rocky passages for the initial experience, but most of that seems to have been overcome and at present it is working very well. I would certainly and sincerely hope that many other boards that may be coterminous or adjacent to one another would seriously consider the possibility of joint occupancy.

In addition I think you should know that we have established a committee in the Metropolitan Toronto area, but it encompasses more than just Metropolitan Toronto. We have asked both the York board and the York Roman Catholic Separate School Board to participate in it as well, in an attempt to find ways in which we can provide accommodation within the area of Metropolitan Toronto and York region for the students who require that accommodation, knowing that we have some boards with superfluous schools and other boards which require schools.

We are trying to work out patterns of attendance which would accommodate those children without putting the taxpayers in Ontario to the unnecessary expense of building additional buildings.

3:50 p.m.

Mr. Boudria: In the experience of the Carleton and Ottawa boards there has certainly been a lot of difficulty in transferring schools from one jurisdiction to the other. I am thinking particularly of the case of Sir Wilfrid Laurier High School which seems to have taken years of negotiating, finally to be completed at a price which was very high, I think, and then transferred to the Carleton board.

Hon. Miss Stephenson: No, it was market value.

Mr. Boudria: Some Carleton trustees think that market value was established at a relatively high rate, shall we say, and it took a long time.

Hon. Miss Stephenson: It was not on the basis of one single appraisal, I can tell you.

Mr. Boudria: Nevertheless, the fact it took something like three or four years to get a conclusion in that situation, while the school

was almost empty continuously during those years, indicates that—

Hon. Miss Stephenson: It was not empty.

Mr. Boudria: Well, it can hold 1,500 or something like that and it had 200 or 300 in it. I would not consider that a well-used facility under the circumstances, given the fact that Cairine Wilson High School in Orleans at that same time had portables all over the place and people falling all over each other because of the crowded conditions. This was all happening within a few miles of each other, perhaps five or six miles, or whatever the distance is between those two areas.

Nevertheless, would it not be advisable to have some sort of formula to make it easier for those transfers, to make it quicker? It just took so long in that particular case. It is the only one I have ever had any experience with.

Hon. Miss Stephenson: First, may I say I do not think there is a formula that would work universally across the province.

Second, we have been encouraging boards to move in this direction for some time and have provided some guidelines for them to pursue.

Third, in some instances it occurs without any difficulty at all—

Mr. Boudria: Not in that one.

Hon. Miss Stephenson: —and in some instances it is very thorny. That one was thorny.

I would remind you that under Education Act the facilities which are provided are the property of the local board. It is the role of the ministry to find ways to encourage and stimulate boards seriously to consider the possibility of transfer or leasing or selling or whatever. Sometimes it is not easy, but we do our best. It was successful. I think that is what you should look at instead of the long time it took.

Mr. Boudria: Just in conclusion, if you try anything long enough, sooner or later whatever you wanted to start will eventually come to a conclusion.

Hon. Miss Stephenson: That is my philosophy but I have to tell you that is not universally true either.

Mr. Boudria: That is just like predicting that someone is going to die. If you wait long enough it will happen.

Hon. Miss Stephenson: There are two sure things.

Interjection.

Hon. Miss Stephenson: The transfer of schools is not necessarily a sure thing but there is now, I

am sure, a greater degree of appreciation of the need for that and certainly a greater degree of receptiveness on the part of most boards to looking towards that kind of activity for the provision of educational programs for children.

Mr. Boudria: Is it the minister's feeling that another similar circumstance involving the same boards would probably have a path which would not be quite as rocky the next time? Do you feel that the precedents you are making are helping you?

Hon. Miss Stephenson: No. Knowing those boards, I would not make that prediction. Given some other boards I would think there would be a relatively easy transition, as a matter of fact.

Mr. Boudria: All this is to say that even with the experience you have had with these particular boards in proceeding with this transfer, none of this has been successful in establishing precedents and methods to make a quicker transition the next time?

Hon. Miss Stephenson: Oh, yes. We have established ideas about the way in which it can be done which boards are obviously aware of now. I think it is the attitudinal change that is most important on the part of boards; I am not sure that it is a mechanical thing.

I do think both those boards now realize it can be done without the demise of either board. It is a learning experience for them.

Mr. Boudria: Later, Mr. Chairman, I will have a question on what the minister intends to do with that situation of those two boards generally, but I guess I will have to wait till we reach the specific vote because I would be side-tracking.

Mr. Chairman: Thank you for your cooperation, Mr. Boudria.

Mr. Gillies: There seems to be a lot of goodwill going around here.

On the joint use of facilities question, I understand that the Brantwood Park project will not be going ahead in Brant county this year. Could you tell me, was that purely a financial decision, or was there any problem in the interjurisdictional nature of that project?

Hon. Miss Stephenson: No, there is no problem in the interjurisdictional nature. This is one of the kinds of activities that we have been encouraging boards and municipalities to become involved in. The concept is correct.

The bulk of our funds this year again has gone to the provision of places for pupils who really do not have any place to go to school. That is why Carleton has achieved a significant amount

and the Carleton Roman Catholic Separate School Board and some of the other boards in the growing board areas have received the lion's share of the funds we have available for capital construction this year. When we have managed to accommodate all of that, then we can begin to look at funding on an earlier basis, the innovative and imaginative kinds of programs which that one represents.

Mr. Gillies: Right. Without trying to pin you down too much, just based on its merits, that project could have legs in 1983-84 or some such date?

Hon. Miss Stephenson: No, you cannot ask me that. Its merits are obvious and the decisions will be based upon the amount of money we have available and the need for the provision of new pupil places for students who do not have any place to go to school.

Mr. Sheppard: On joint accommodation, have the Christian Reform schools asked to rent any schools across the province, to your knowledge?

Hon. Miss Stephenson: Yes, and indeed they do. It is joint occupancy, mind you.

Mr. Sheppard: The other question concerns Lennox and Addington county. I believe back in 1972 they had one school from kindergarten to grade 13. Is the Minister of Education encouraging more boards like this when there are so many elementary and secondary classrooms being closed on account of the lack of students?

Hon. Miss Stephenson: Yes. The boards are certainly being encouraged to look at alternative organizational patterns for schools, and we have several schools of that ilk from kindergarten to grade 13. We have suggested to a number of boards which are looking at the provision of further school accommodation that perhaps that is one of the things they should be looking at.

It is apparently a difficult concept for some people to accept, but it is certainly one of the alternatives that was proposed for the Schreiber school. There was a proposal that that school would become the elementary school and accommodate the students to the end of grade 10 or perhaps even later than grade 10. It was not accepted at that time, but I am sure that Mr. Allan will consider that possibility as well when he is doing his examining of the Lake Superior board function.

Mr. Sheppard: I think it is a good thing, because I know they are going to close six small schools in the Northumberland and Newcastle

Board of Education area. I am sure they can accommodate them in some of the larger schools because in some of the secondary schools the enrolment is really going down and they are going to save on transportation costs, as well as building, heating, electricity and maintenance.

4 p.m.

Hon. Miss Stephenson: One of the difficulties in moving to consolidation of that sort, particularly in rural areas, is that frequently parents object to transporting very small children any great distance; those in kindergarten, for example, and grades 1 and 2. They feel there should be some accommodation more easily accessible to those children.

There are a number of organizational patterns which boards can use. I am not sure that we are lacking any one of those as an example in the province at present because boards have used a whole variety of patterns to meet their current needs.

Mr. Chairman: Are there any further supplementaries?

Hon. Miss Stephenson: I think we have reached the end of the list.

Mr. Chairman: Thank you for your extensive replies to the comments of the opposition critics. In the questioning, responses and supplementary questions, we did cover quite a number of points that are related to various items on the first and second votes. We will now begin with the first vote.

On vote 3201, ministry administration program; item 1, main office:

Mr. Chairman: We have a number of representatives from some of the corporations. Mr. Parr of the Ontario Educational Communications Authority has been here from the very first day of the estimates. If you want to ask questions on the main office dealing with the Ontario Educational Services Corp., OECA, the Ontario Institute for Studies in Education, etc., we can then take a vote on it.

Mr. Bradley: I have a question I am going to put under the category of the main office.

Mr. Chairman: Is it under the main office?

Mr. Bradley: Yes, it is.

Now that you have had an opportunity to receive input on the disposal of Bill 127, are you prepared to give any statement today on any possible commitment to having the bill go to committee and having public hearings in the month of September, some of them at night, as has been requested by a number of different

organizations and people who are phoning our offices and making representations, no doubt, to the minister?

Hon. Miss Stephenson: No, I am not prepared to make a commitment today. The reason is that I spent this morning meeting with representatives of the Metropolitan Toronto School Board and with the Toronto Board of Education. My invitation was to the entire board, but a selected number of board representatives was there.

I think we have resolved a number of issues which seem to be troublesome to some people on the Toronto board. I must tell you we received the total endorsement of the five other area boards this morning in proceeding as rapidly as possible with Bill 127.

I am aware of the request which was, I think, contained somewhat tangentially in the resolution or recommendation of Mr. Grande to bring the Education Relations Commission report before this committee in order that representations might be received from a large number of people. I am aware of certain verbal requests which have been made related to hearings. I am aware of the Toronto board request that the hearings be held during the school period. I am also aware of the request of five other boards and those they represent that we proceed forthwith. I shall be able to tell you at a later date what the final response is.

Mr. Bradley: Of course, you always bring these matters to the cabinet for its consideration.

Hon. Miss Stephenson: I think it is most appropriate that the House leader, for example, and those charged with the responsibility for House business be aware of the directions being suggested.

Mr. Bradley: Basically, two questions have arisen. One is if, and the second is when. The indication we seem to be getting from various sources is that the government side feels hearings would be useful, and that there should be hearings so input can come from the various groups.

But the second and equally contentious matter now is when it is going to be. You have addressed that to a certain extent. You know, for instance, that the teachers' federations will be occupied in other matters in July. The parents' groups themselves have indicated their preference for September.

I hope that view does prevail within cabinet and that the representations that members on all sides have received from the various organi-

zations, outside of the five boards you mentioned, will be given serious weight and consideration.

That would be our recommendation; that the bill go to committee and that hearings be allowed in September, and that some of them be held at night.

Hon. Miss Stephenson: There is a serious time problem for me in September. The four days available to me are the four days immediately following Labour Day.

Mr. Bradley: After that, you are not going to be around?

Hon. Miss Stephenson: After that, I am conferred to my eyebrows. I will be spending most of my time with the arrangements already made for a number of things.

That is yet another consideration.

Mr. Bradley: So, in debate, we will have to prevail upon you with all kinds of logical arguments and matters of persuasion to get you to move from that position. It would really mean you would be in the position of having to cancel out of these conferences—

Hon. Miss Stephenson: Which is rather hard to do, since—

Mr. Bradley: Are they all out of town?

Hon. Miss Stephenson: No, they are in town; but I happen to be the host minister for them and that provides for some major responsibility.

Mr. Bradley: Which dates specifically are you talking about?

Hon. Miss Stephenson: I am talking about conferences which are to be held in September, including that of the Council of Ministers of Education, Canada, and the Canadian Education Association, plus some other commitments I would have real difficulty in backing out of.

Mr. Chairman: Mr. Bradley, I think you have expressed your sentiments and those of Her Majesty's official opposition. I am sure they may be shared by Mr. Grande and others. We do not have an answer. I know this committee could be one of the forums to which the bill will be presented and where it will be processed.

Since there is no further answer that could be added to the comments the minister has made regarding when and how we could proceed with Bill 127, I would now like to proceed with the main office items, with a more specific focusing of questions.

Mr. Gillies: On the point Mr. Bradley has raised, as it may give some of the members of the committee a little more information: can

you give us an idea, Mr. Bradley, as to how long a series of hearings you or your party envisage? Have you reached that stage?

Mr. Bradley: I think it is difficult to say, because we do not know how many groups would be in. It could be anticipated that it would be more than a couple of days, because there is a number of groups that would want to make presentations.

The teachers' federations themselves would all want to make representations, no doubt. You may have them across the city, or you may have them centrally. Various neighbourhood groups would want to make presentations. The Toronto Board of Education and surely other such boards within Metro would want to make representations.

I would anticipate that it would certainly be longer than a week. We are likely talking about two or three weeks, depending on how many days a week and how many hours a day we sit.

4:10 p.m.

Mr. Chairman: If I could simply comment, once the bill moves through second reading and goes to committee, perhaps the members of the committee will have received some information from the House leaders. The scheduling would probably revolve on the scope of the hearings and the time frame in terms of days. I do not think there is any point now, not having any answers before us—the minister has indicated she has only four days in September—in going into details at this stage.

Mr. Grande: Mr. Chairman, with due respect to what you are suggesting I think, as I stated before, this is the single most important issue in education that has occurred in quite a while, certainly during the seven years I have been around this place.

Hon. Miss Stephenson: I was informed by the Toronto board this morning that it was not nearly as important as heritage language.

Mr. Grande: The Toronto Board of Education has its opinions and I have mine. This particular piece of legislation has tremendously wide-ranging implications for the whole province.

Hon. Miss Stephenson: Mr. Grande, do I have to say it again? This relates only to Metropolitan Toronto. It has no implications for any other part of Ontario, period.

Mr. Grande: Madam Minister, I hear your words. I said that before; I hear your words. You do not have to scream.

Mr. Chairman: No one has been screaming, Mr. Grande. I think you are forcefully presenting some of your own opinions. You are convinced it has implications and you have a right to express them. No one has screamed and I think I should state that for the record.

Mr. Grande: Very good, so let me continue. The implications are province-wide and as soon as the bill goes through second reading the Legislature determines where the bill goes. The committee will decide how long the hearings will last. It is not a matter of two or three days. It depends on the input of the people and the number of groups and people who will respond to the ad placed in the newspapers. We will sit for as long as it is required to hear people. That is what the committee stage is all about.

I have some specific questions on that first vote on the main office. I would like to find out—I guess the advisers to the minister who deal with financing and the advisers who deal with planning and policy analysis will be around—what one mill of local taxation raises in Metropolitan Toronto.

Hon. Miss Stephenson: I can tell you what one mill of local taxation raises for the city of Toronto.

Mr. Grande: I thought you would.

Hon. Miss Stephenson: We also have the information about what it raises for each of the area boards.

Mr. Chairman: Can that be obtained now?

Hon. Miss Stephenson: I do not have it with me at the moment. I had it. It is in the office.

Mr. Grande: I understand. Since the minister the other day, in response to questions we raised, said the debts have to be paid out of that one mill of discretionary levy and since I also raised—

Hon. Miss Stephenson: Avoidable deficits.

Mr. Grande: Yes, that is fine. Since I also raised the fact the treasurer's budget in Metropolitan Toronto this year is going to cost approximately \$4,175,000, I would just like to find out once and for all whether that \$4,175,000 is going to be coming out of the local levy that the Metro board—I understand you were saying that the Metro board assumes a deficit, etc., but I would like some clarification about that.

Let us be as clear as possible as to what that discretionary levy, and the reduction of the discretionary levy from one and a half mills to one mill, signifies for education in Metropolitan Toronto next year. I would like that clarified; at

least, as clear as possible from your point of view.

Mr. Chairman: Do you have the answer to the first question, Madam Minister?

Hon. Miss Stephenson: One mill for the Toronto Board of Education, each of the elementary and secondary panels, is \$6.26 million.

Mr. Grande: Is that for Metro as a whole?

Hon. Miss Stephenson: No, that is for Toronto.

Mr. Grande: Secondary and elementary?

Hon. Miss Stephenson: Secondary and elementary. One mill, elementary and secondary, in Etobicoke is \$2.3 million. One mill for York, elementary and secondary, is \$570,000. One mill for East York, elementary and secondary, is also \$570,000.

One mill for North York, elementary and secondary, raises \$3.67 million. One mill for Scarborough, elementary and secondary, raises \$2.3 million. The total for Metropolitan Toronto then is \$15.72 million.

The budgetary measures introduced by the treasurer after the striking of budgets by area boards and the Metro board would in fact be considered unavoidable deficit and therefore would not be a call upon the discretionary levy.

Mr. Grande: In that particular case I want it made clear: where does the money come from?

Hon. Miss Stephenson: It comes from all the taxpayers in the city of Toronto. If there is a deficit the apportionment process takes over and the deficit is met through that process, not through the discretionary levy. That occurs for all of Metro.

Mr. Grande: Okay, that is fine. I think I understand what you are talking about.

In everything that has happened in education ever since I can remember, the equal education opportunity comes into the picture. I would like to know, in terms of government policy, what the understanding of government about equal education opportunity is.

Hon. Miss Stephenson: The concept has been, I believe, that programs essentially equal in character and scope should be available to all the children who attend publicly supported schools throughout Ontario, no matter where they live.

It is also based upon the concept that the taxpayers of Ontario should provide, on a relatively equal basis, that kind of support, no matter where they live, which is the foundation of the equalized mill rate.

Mr. Grande: As far as you are concerned at this point in Ontario—let us talk about Metropolitan Toronto for the time being; do we have an equalized mill rate across Metropolitan Toronto?

Hon. Miss Stephenson: It is my understanding that we do, yes. The discretionary levy is not an equalized mill rate.

Mr. Grande: How has the government dealt with the concept of an equalized mill rate across the province in the past? It is understandable that certain municipalities in certain areas can raise more revenue from the property tax than others.

4:20 p.m.

Have you not dealt with that through the legislative grants? You have a legislative mechanism by which that, in effect, is an equalized mill rate across Ontario—it is not an equalized mill rate but it is—what is the term that is used?

Hon. Miss Stephenson: The rate of grant.

Mr. Grande: Yes, I understand, but there is another term that is used. In other words, some boards in northern Ontario receive 95 per cent provincial support.

Hon. Miss Stephenson: That is the rate of grant.

Mr. Grande: Boards in Metropolitan Toronto get 15 per cent. Does that equalize, by and large, the level of taxation that the people in the different parts of Ontario should pay?

Hon. Miss Stephenson: It is approaching that, but it is not there yet. The rate of grant is related to approved expenditure for each board.

Mr. Grande: You say it is approaching that, but it is not there yet. What have you done in the past to make that rate of grant more sensitive so it approaches the "equalized mill rate," if you like—the equalized amount of money that the people, no matter where they are in the province, pay to support the educational system?

Hon. Miss Stephenson: We have used, I suppose, mechanisms that could be called refinement of the legislative grant regulations, which provide for weighting factors recognizing certain characteristics and certain boards' responsibilities.

Mr. Grande: Are you satisfied, as a government, that by and large people in Ontario pay the same amount for the educational system?

Hon. Miss Stephenson: No, I am not entirely satisfied that that is so.

Mr. Grande: The industrial commercial pooling idea—

Hon. Miss Stephenson: I have a feeling that we are discussing yet another vote.

Mr. Grande: No, we are not. We are discussing the main vote and the financial services, are we not?

Hon. Miss Stephenson: Financial services do not encompass the general legislative grants.

Mr. Chairman: If we could go to the first item—and maybe you are talking about analysis and planning, item 6 of the first vote—could we go through these—

Mr. Grande: The office of the executive director, finance and administrative services, is that not under the main vote?

Hon. Miss Stephenson: Yes, it is under the main vote.

Mr. Boudria: We are not talking about the office.

Hon. Miss Stephenson: The general legislative grant.

Mr. Chairman: If you could leave this under item 6 of the first vote, analysis and planning—

Hon. Miss Stephenson: The item you are talking about is vote 3202, item 12.

Mr. Grande: Then may I ask the minister to respond to the point I was making in my leadoff in terms of industrial assessment?

Hon. Miss Stephenson: In terms of what?

Mr. Grande: In terms of the industrial commercial assessment pool. It seems there are people within the ministry at this time who are going around the province within the regional offices to explain what it is all about.

Hon. Miss Stephenson: To provide a model for more equitable sharing of the tax base within the province in support of education. There is one model which is being discussed.

Mr. Grande: As far as you are aware at this time, what would be the effects of the model you are discussing? What kind of shifts would there be?

Hon. Miss Stephenson: The primary effect would be to move closer to the support of education for residential property taxpayers in an equalized manner across the province.

If one happens to live in Wawa and owns a house of a certain value, the amount of tax paid in support of education would be much closer to that which an individual who happens to live in downtown Toronto in a house of equal value would pay in support of education.

Mr. Grande: Are you saying your rate of grant does not take that into account?

Hon. Miss Stephenson: Not totally. It does it roughly, yes.

Mr. Chairman, the whole matter of assessment and taxation in support of education is an extremely weighty and complex matter. If the members of the committee would like to have a presentation, I am sure Mr. Martin would be pleased to provide the presentation he has currently been providing for various boards and officials across the province. Then you would know precisely what models we are talking about.

Mr. Grande: I have asked your people to provide me with a copy of the material that is—

Hon. Miss Stephenson: You have a copy of the paper.

Mr. Grande: The Martin paper? Is that the one?

Hon. Miss Stephenson: Yes.

Mr. Grande: I thought there was something else after that.

Hon. Miss Stephenson: There is a presentation that goes along with it which is much more precise, I suppose, or clearer in its presentation than the paper is.

Mr. Grande: I would certainly be interested in getting as much information as I can.

Hon. Miss Stephenson: One of the things we should do first is to provide for the committee or other interested members of the Legislature a presentation on the whole area of the financing of education, including the general legislative grants, which appear to be somewhat complex for most of us.

Mr. Grande: You are quite right. It is elaborate.

Hon. Miss Stephenson: No, it is not elaborate.

Mr. Grande: Totally.

Hon. Miss Stephenson: It is very straightforward.

Mr. Chairman: I think, Madam Minister, if you could provide that as soon as possible, perhaps even tomorrow, before the end of our—is that available?

Hon. Miss Stephenson: It would take at least one half day adequately to provide you with the information regarding the general legislative grants. It could be followed by the presentation relating to the—after the middle of July, all right? It would be helpful.

Mr. Grande: As I have said many times that anyone can learn how the education system is financed, that complex labyrinthine formula—

Mr. Chairman: It is well understood that Mr. Tony Grande's constituency, in which I reside as well—

Mr. Grande: You sound like my constituents.

Mr. Chairman: I am a constituent, as a matter of fact, and am very concerned because the—

Mr. Boudria: Did you vote for him?

Mr. Chairman: That is a secret ballot. It is still a secret, I believe.

Mr. Boudria: Oh, all right.

Mr. Chairman: Anyway, there is concern because the borough of York, Madam Minister, pays property taxes 10 per cent higher than the average Metro rate for education purposes. This is why Mr. Grande is concerned about equity in terms of the burden taxpayers in certain parts of Metro have to pay compared to other areas.

Hon. Miss Stephenson: Which is one of the important, and I think very significant components of Bill 127. The amendments to Bill 127 will provide for greater equalization of that burden within Metropolitan Toronto. It will reduce that burden for taxpayers in the borough of York and for taxpayers in other parts of Metropolitan Toronto as well.

Mr. Chairman: I do not know, I guess Mr. Grande is registering that information.

Mr. Grande: Mr. Chairman, since you are speaking as a constituent from the borough of York, just for your information I have brought that concern to the government for the last five years. They have seen fit to do nothing at this time.

Hon. Miss Stephenson: It is included in Bill 127.

Mr. Grande: Madam Minister, the education mill rate has been equalized across Metro for years.

Hon. Miss Stephenson: I am telling you it has been a less than precise instrument. That is one of the reasons we are making amendments to the Municipality of Metropolitan Toronto Act, in order to improve that situation.

Mr. Grande: I doubt that, but anyway, it is—

Hon. Miss Stephenson: You may doubt it, but would you like me to give you the figures?

Mr. Grande: I am sure we have will have plenty of time in the Legislature to—

Hon. Miss Stephenson: I would be pleased to do it there, if you do not want to hear them today.

Mr. Grande: And she will use it.

Hon. Miss Stephenson: Well—

4:30 p.m.

Mr. Grande: If you want to take up the estimates time, that is fine. I am suggesting that I am quite willing to sit down with your officials, with some help from people who understand the complex structure.

Hon. Miss Stephenson: I have to go with it. I am offering the opportunity for a full presentation on the general legislative grant and the model which we are suggesting should be considered carefully. There may be other models, I do not know. That is why the exercise is being carried out at this point.

Mr. Grande: I am saying I will take you up on it. Then we do not need to use estimates time.

Mr. Chairman: That is an offer you will not refuse, I am sure, Madam Minister.

Hon. Miss Stephenson: Not at all, except Mr. Grande has already been using estimates time for just that purpose.

Mr. Grande: I am seeking clarification.

Mr. Chairman: Mr. Boudria has tried to ask a supplementary, if you do not mind, or is it another question on the first item?

Mr. Boudria: Yes. If Mr. Grande is not finished—

Mr. Chairman: He is quite co-operative. If you want to jump in now—

Mr. Grande: You go ahead. I am going into another area.

Mr. Boudria: Or am I presuming you are co-operative? I am presuming you are.

Hon. Miss Stephenson: Mr. Boudria's press just left. It is an inopportune moment.

Mr. Chairman: Your media people have just left. Do you still want to ask your questions?

Mr. Boudria: Yes. The reason they were here had nothing to do with the estimates. It had to do with my expenses as a member of the Legislative Assembly.

Mr. Grande: The media is here to check up?

Mr. Boudria: Yes.

If I can I will ask a question on what I think is the main office; if it is not the minister will undoubtedly correct me. It is on the report to the joint committee on the governance of French language in elementary and secondary

schools. I trust that will be part of the main office.

Hon. Miss Stephenson: Well, the report is not my report.

Mr. Boudria: I recognize that, but the implementing of some of the recommendations have to do with the ministry. Others reflect more on the totality of your government. Nevertheless, I will attempt to ask—

Mr. Chairman: If you do not mind, under the second vote, item 18, special projects, deals with co-ordinating French language and professional development programs for educators and so on. Maybe you will—

Mr. Boudria: For educators? This has nothing to do with educators.

Mr. Chairman: Is that not what you are asking?

Mr. Boudria: If I may proceed: the other day in the House, a New Democratic Party member asked the minister if she recognized that the adoption of the report of the governance of French language in elementary and secondary schools was really a third alternative in the order of preference. Her reply to that was, "The report makes that clear."

I was trying to establish whether the minister and her government accepted the premise that she was offering, by the adoption of the report, the third best alternative for the francophone population. She did not really reply to that. Maybe she does not want to.

Hon. Miss Stephenson: The recommendations are listed in order of preference as alternatives. The recommendation of the committee is that the third one be accepted.

Mr. Boudria: In view of the fact you are not willing to adopt the first two.

Hon. Miss Stephenson: That is the committee's recommendation. Do we recognize it as the committee's third recommendation? Yes.

Mr. Boudria: You do not recognize as a government that the first two would be better—

Hon. Miss Stephenson: I recognize they are the first and second choices of the committee.

Mr. Boudria: It is obvious I am not going to get what I should be getting as an answer. I respect that. It is the position of the government, I gather.

Hon. Miss Stephenson: You asked me a factual question. I am attempting to answer you factually.

Mr. Boudria: Okay. Second question: the Minister of Intergovernmental Affairs (Mr. Wells) announced in the House a process by which the French-language electors were to be enumerated for this fall's municipal elections, and of course school board elections.

His release was in both official languages, but the texts in English and French did not say quite the same thing.

In French, the question was posed, "Are you a francophone?" Verbatim, I think the question was, "Êtes-vous francophone?" It seems that was the question asked in French.

We heard later that the question had been watered down to ask, "Are you French speaking?" or something of that order. Apparently M. Onézime Tremblay was objecting to this particular way of asking the question, because it may have misled some of the people into establishing with which group they wished to be identified, either the supporters of the French trustees or the English ones. That was supposed to be confusing.

Which one of those questions will you be adopting? Do you know? If it is neither of those, is there to be a compromise between those two that you intend to adopt?

Hon. Miss Stephenson: In the first place, I will not be adopting it since it is not my question. It falls outside the area of my responsibility. It is the responsibility of the Minister of Revenue (Mr. Ashe).

I believe that the Deputy Minister of Intergovernmental Affairs has clarified the question which will be asked. I think perhaps he did it yesterday, if I am not mistaken:

"After further consultation between the government and a number of French-language education groups, in particular the Council for Franco-Ontarian Education, which we have transmitted to the Minister of Intergovernmental Affairs and the Minister of Revenue, the following question will appear on the enumeration form:

"Désirez-vous que votre nom figure sur la liste des électeurs pour les écoles de langue française?"

Mr. Boudria: Will there be just one question now as opposed to the two? Originally there were two questions.

Hon. Miss Stephenson: Yes, I gather it will now be one.

Mr. Boudria: This is far better than the second text which your government seemed to have adopted at one time.

Hon. Miss Stephenson: The first questions that were announced were those suggested primarily by the French-language advisory committee in Metropolitan Toronto and supported by other groups within the province. That was their original request.

Mr. Boudria: I did not have all that much problem with the first one. It is the second one, the watered-down one, which I thought was the problem. It made the whole question unclear.

Hon. Miss Stephenson: Well, now you do not have to worry about it. It is not there.

Mr. Boudria: I do not mean the second question, I meant the second alternative.

You had a first method of doing it which was announced in the House, with two questions. Apparently there was a second one thrown in later, again with two questions. That is the one to which M. Onézime Tremblay, according to certain reports in *Le Droit*, had objected.

Hon. Miss Stephenson: The one that was announced in the House was the one that was being proposed, and it was to that one which I believe M. Onézime Tremblay was objecting.

Mr. Boudria: Could be. I had heard that there was also a second one.

Here it is, right here. I have the text of the article here.

Hon. Miss Stephenson: That, I would remind you, is from a newspaper.

Mr. Boudria: I recognize that. The reporter who wrote this article claimed that the translation of the text did not read exactly the same way in French as it did in English. That appeared to be the original mistake, if it can be called a mistake.

Apparently, there was a second text proposed and that second text is the one we are told M. Tremblay objected to. In any case—

Hon. Miss Stephenson: You may now rest assured that the question being asked is the one I just read to you. Translated into English, it simply asks, "Do you wish your name to appear on the electors' list for French-language school purposes?"

Mr. Boudria: That is a suitable alternative.

4:40 p.m.

Mr. Chairman: I think we have exhausted that topic pretty well, Mr. Boudria.

Mr. Boudria: Yes, I was just going to say the alternative satisfied me, Mr. Chairman. I have no further questions.

Mr. Chairman: Main office, first item. Any further questions? Comments?

Mr. Grande: Sir, can I go into the analysis and planning sections?

Mr. Chairman: Can we take the first item and proceed? Shall item 1 of the first vote carry, main office?

Mr. Grande: Could we not carry the first vote, on main office, once we are through with asking questions?

Mr. Chairman: It is the first item of the first vote. We will proceed to item 6, you will talk about it, we will proceed and then continue.

Mr. Grande: All right.

Mr. Chairman: Okay, any questions or comments on the first item, first vote? Shall item 1 carry?

Item 1 agreed to.

Items 2 and 3 agreed to.

On item 4, personnel services:

Mr. Chairman: Any questions or comments?

Mr. Bradley: I have a question on item 4.

Mr. Chairman: Is that page 40 of your briefing book?

Mr. Bradley: Yes.

You took Mr. Tom Matsushita from Lincoln County Board of Education—

Hon. Miss Stephenson: Yes, we did.

Mr. Bradley:—and obviously he probably has some talents that could be useful to the Minister of Education, to which I would wholeheartedly agree. Would you be able to tell us what Mr. Matsushita will be doing in the ministry?

Hon. Miss Stephenson: Yes, effective September 1, 1982, he will be an education officer in the senior and continuing education branch for technical education.

Mr. Bradley: I understand that this is a temporary appointment?

Hon. Miss Stephenson: It is a secondment.

Mr. Bradley: How long is this secondment for?

Hon. Miss Stephenson: In usual circumstances, two years.

Mr. Bradley: Two years. At that time, presumably, he will go back to the Lincoln County Board of Education?

Hon. Miss Stephenson: Most of those who have been seconded do that, yes.

Mr. Bradley: Okay, thank you very much.

Item 4 agreed to.

Item 5 agreed to.

On item 6, analysis and planning:

Mr. Grande: I would like, if it is at all possible, to get someone from the ministry who provides legal counsel and services regarding legislation before us. That is in conjunction with asking the minister a question that appeared—I have the transcript of an interview the minister had on Metro Morning a couple of weeks ago, where the minister says and I quote:

"In addition to that, flexibility is left so that area boards will, in fact, be able to bargain every other part, which is about 98 per cent of each of the contracts, with the teachers of the local level, and their own teachers, in order to meet local needs." That is 98 per cent.

I would like the legal counsel who gave the minister the opinion that Bill 127 allows for 98 per cent of the bargaining to go on at the local level—maybe we can clear that—to answer some questions I have regarding that legislation, Bill 127.

Mr. Chairman: Do we have anyone, Madam Minister?

Hon. Miss Stephenson: Mr. Chairman, no legal counsel gave me that advice.

I have read several of the Metropolitan Toronto teacher contracts. I am aware that the bulk of the contracts related to local conditions, and probably in an inappropriate use of figures used 98 per cent.

The numbers of pages related to the local conditions of work were very much larger than the pages related to remuneration and benefits and staffing formulae.

Mr. Grande: Madam Minister, the question—

Hon. Miss Stephenson: You cannot blame that on legal counsel, you can only blame that on me.

Mr. Grande: All right. I have blamed you. I just want to find out whether what you said is in fact what the legislation calls for.

Hon. Miss Stephenson: Yes, it does.

Mr. Grande: Therefore, would you explain some items in teachers' negotiations that amount to 98 per cent of a contract being at the local level? Once you take out staffing, teachers' benefits and salaries—

Hon. Miss Stephenson: Staffing formulae are

what will be negotiated centrally. The application of those formulae will provide the basis for negotiation at the local level.

Mr. Grande: Do I understand correctly that as the situation stands right now in Metropolitan Toronto, if the area boards so decide to negotiate together at the Metro level—and my understanding is that they are doing it in this particular year, or they have been doing it for the last couple of years, as a matter of fact—

Hon. Miss Stephenson: In a funny kind of way.

Mr. Grande: They are negotiating. They are not mandated to negotiate jointly.

Hon. Miss Stephenson: But it is not really joint negotiations.

Mr. Grande: No, it is not, it is voluntary. They are following—

Hon. Miss Stephenson: No, it is not really joint negotiation, whether it is voluntary or mandatory.

Mr. Grande: I accept that. Once the formula is decided at the Metro level of how many teachers that particular area board will have, are you trying to tell me that within those formulae there is still room at the local level for 98 per cent of the negotiations to go on?

Hon. Miss Stephenson: What I said to you was that perhaps my use of the figure could be considered to be hyperbole. What I was saying was the bulk of the negotiation is the local negotiation. A very small amount of the negotiation in terms of the total content is the central negotiation. I am not guilty of anything that you are not guilty of daily.

Mr. Grande: It is interesting that at the beginning of that interview the announcer said, "Is this change in the tax levy going to affect special classes?" Your answer was, "I cannot see any reason at all why it should. As a matter of fact, I was just listening to Tony and his hyperbole."

Hon. Miss Stephenson: My hyperbole was in response to yours as you were saying that obviously the Toronto board was going to lose all of its special education program, all of its ESL program, all of its activities related to those things the Toronto board felt was necessary. You know and I know that is not true.

Mr. Grande: You can take a transcript of what I said. I said they would lose some of the special education, English as a second language, French, etc. That is what the local levy was designed for.

Hon. Miss Stephenson: Have you a transcript of that there?

Mr. Grande: No, I do not. I have got your transcript.

Hon. Miss Stephenson: Right. Why do you not try your own?

Mr. Grande: You can provide it to us.

Hon. Miss Stephenson: I do not have it; I just listen to it.

Mr. Grande: Once a master agreement is decided at the Metro level, can you give me some examples of what the local agreement can do?

Hon. Miss Stephenson: Yes. It can provide for the appropriate distribution of the teachers encompassed within the formulae within the schools in the jurisdiction for which the board is responsible. It can provide for the establishment of certain programs with certain kinds of staffing levels probably in certain schools. It can provide for activities of teachers which will ensure the appropriate and most effective utilization of teachers with special qualifications throughout the system.

4:50 p.m.

It can provide for the establishment of certain kinds of programs within certain schools and the appropriate ways to distribute the teachers available within the formula in those schools and the local working conditions which the board and the teachers agree are appropriate for those teachers related to the numbers of hours of work and their responsibilities regarding recess, lunch hour and—

Mr. Bradley: Those conditions have financial implications.

Hon. Miss Stephenson: But they are to be done within the framework of the central agreement.

Mr. Grande: Therefore, they cannot be done.

Hon. Miss Stephenson: Of course they can be done. You are suggesting that there is no flexibility, no ingenuity, no innovative capacity on the part of either teachers or boards, and I disagree with you completely. Having looked at a number of contracts, I never cease to be amazed at the flexibility, the ingenuity and the innovative capacity.

Mr. Grande: Is it or is it not a fact that the legislation as it is provides each area board with veto power?

Hon. Miss Stephenson: Veto power on what? On the local negotiations? No, it does not. I said

that to you in the House two weeks ago when you suggested I was lying and I told you to read the legislation. It does not say that at all. You were thrown out, remember?

Mr. Grande: You are quite right. As I said to you at the very beginning, I think one day in the Legislature is a fair price to pay for what I see you are doing in this bill.

Hon. Miss Stephenson: It does not provide veto power at all.

Mr. Grande: Could we have the legal counsel, Mr. Chairman? I would certainly like legal counsel's interpretation of some of these clauses.

Mr. Chairman: If you find the minister's responses or replies to your questions are not satisfactory because you question her ability to interpret legally, or if whatever interpretation of the bill she is presenting is still questionable, I would imagine it would be quite proper to ask for some legal assistance. I do not know to what degree the responses you have been receiving are really legalistic to that point of view, although, Madam Minister, I must say it would have been nice if someone had been here in case you do get requests from members of the committee to provide some legal interpretation.

Hon. Miss Stephenson: The legal services representative is here. Ray McKay is here.

Mr. Chairman: Would Mr. McKay please take a seat and provide Mr. Grande with some more detail of his interpretation of the minister's response? Would you repeat to Mr. McKay specifically the question you had, Mr. Grande?

Mr. Grande: Mr. McKay, subsection 135(1) says: "No board shall implement a term or condition of employment that is at variance from or inconsistent with an agreement mentioned in clause 130(a)"—which is the master agreement—"without the consent expressed by resolution of the school board." Also subsection 135(2) says: "The school board shall not consider giving the consent mentioned in subsection 1 until each each board of education by resolution has consented to the implementation of the term or condition of employment."

In basic, ordinary, everyday language, Mr. McKay, what does that mean?

Mr. McKay: It means that once the master agreement, if I may use that term as descriptive—it is not used in the bill—is signed, sealed and executed covering matters relating to salaries paid to teachers and other financial benefits, dental plans, etc., and the staff allocation for-

mula, then any of the seven boards of education cannot implement a term that is different from the term in the master agreement on those specific items. They are free to implement any term of the terms and conditions of work that fall outside essentially those two specific categories.

Hon. Miss Stephenson: For example, if a master agreement were to state that 75 per cent of the dental plan for the teachers was to be funded by the boards of education, the York Board of Education could not then develop a local agreement which would ensure that either 50 per cent or 100 per cent of the dental plan was going to be covered by the York board except with the precise agreement of all of the boards. That is, to my way of thinking, not veto power on the terms of the local agreement for all of the other items outside of those two items.

Mr. Grande: Let us use another example. Suppose the master agreement says the York Board of Education, according to the formula devised in the master agreement, is to receive 500 teachers to run its program. The York Board of Education last year had 575 teachers to run its programs. The local agreement between the teachers and the borough of York says, in effect, "We are going to take less of an increase, but we do not want to see our people lose jobs." Is that in agreement with or in disagreement with the master agreement?

Mr. McKay: My interpretation of the way the bill reads is that if they wanted to trade off smaller salaries for better working conditions, that would have to come to the central negotiating table.

Hon. Miss Stephenson: But the bill also provides that if York, through its discretionary level, has funds to pay for those additional teachers, it would be permitted, in effect, to keep those teachers paid for through the discretionary level.

Mr. McKay: Section 8 of the bill, the new 130(j) of the Municipality of Metropolitan Toronto Act, provides for additional teachers. I would have to do a little quick mathematics to know whether the York borough board, for example, would be able to hire 75 additional teachers. I presume that York would not have a large enough discretionary local levy to hire 75 additional, but it could hire some additional up to the limit of one mill on its assessment base.

Mr. Grande: That was an example I used. It is not related to facts at all. Suppose York, to continue with that example, has used that

discretionary levy, which was up to this particular time one and a half mills, to put teachers in the classroom. As a result of that discretionary levy being reduced, does it mean that there are going to be fewer teachers in the classroom as a result of this bill?

Mr. McKay: It could have that effect, depending on how many additional teachers they have over whatever staff allocation formula is agreed upon in the next round. Those clauses in the bill indicate very clearly the intention of limiting the number of teachers over and above those provided by the centrally negotiated staff allocation formula. It depends on how many they want. If they want to go above the number that can be provided for with their one mill of discretionary levy, less the previous deficit that may be charged against them, yes, it could have that effect.

5 p.m.

Mr. Grande: In your experience, Madam Minister, do you have any feeling that boards of education would cut back on services they decide would be over and above the needs of an average child in the classroom? Does your experience tell you that, for example, English as a second language will be cut when a board is strapped for teachers?

Hon. Miss Stephenson: No. The request we made of the Metropolitan Toronto School Board—and that is the area we are looking at specifically—is that there be compliance with the guideline provided by the Ministry of Education for English as a second language, that it be followed. I think we have agreed that will happen.

You are trying to ask me whether, in going in this direction, there will be a reduction in ESL teachers. It is my hope that, as a result of compliance with that request, there will probably be an increase in the allocation of ESL teachers provided through the Metro formula.

Mr. Grande: Do you or do you not remember in the past Education estimates that was one of the issues we debated at length? The Toronto Board of Education does not follow the guidelines, in terms of English as a second language, that you set out?

Hon. Miss Stephenson: I just told you I have asked for agreement by the Metro board that they will follow the Ministry of Education formula for that specific purpose.

Mr. Grande: In other words, the two-year cutoff is no longer valid?

Hon. Miss Stephenson: That is my aspiration. I believe we had relatively firm support for that.

Mr. Grande: I received a petition a little while ago, which I introduced here in the Legislature, about the French service that is provided. Those people were really concerned that the Metro level does not want, whatever the reason is, to understand that delivery of that service is essential.

Hon. Miss Stephenson: This is French as a second language?

Mr. Grande: Exactly. In coming to a master agreement at the Metro level, do you have an agreement with the Metro board that that is not going to come under fire?

Hon. Miss Stephenson: At this point I do not have agreement from the Metro board that that will not come under fire. The position that has been taken by most of the boards would lead me to believe they are sensitive to that need.

Mr. Grande: I guess that is where our difference lies.

For my own particular purposes, I have cleared through a legal counsel that basically what I was saying in the Legislature was correct. Once the master agreement decides on how many teachers a particular local board is going to have, that number is fixed. The discretionary levy is not going to be able to produce the kind of teachers the local level may feel it needs. The point I was trying to make in the Legislature before the Speaker decided to eject me has been vindicated.

Mr. Chairman: I may just simply ask, Madam Minister, whether the conclusion drawn from the comments received from the legal representative as well as yourself indicates that is correct?

Hon. Miss Stephenson: The question asked of me was whether the local boards would have a veto of their boards' local agreements. It has been explained clearly that no such veto on local agreements, unless they contravene the provisions of the centrally agreed-upon negotiations, could possibly occur.

Mr. Grande: That is what Mr. McKay established. If a local level does not want to fire X number of teachers that Metro does not allocate, and if the teachers want to have a reduction in pay, or less of an increase in order to protect the jobs of those colleagues, that is not possible. That is what Mr. McKay just said.

Mr. Chairman: Is that the correct interpretation of your interpretation, Mr. McKay?

Mr. McKay: I do not think so, quite frankly.

Mr. Chairman: Can you then clarify your interpretation again in layman's language?

Mr. McKay: If I may say so, it seems to me the difficulty is one of language. I have not read Hansard on the exchange in the Legislature, so I may be at a slight disadvantage. I took it, however, that the issue was whether or not the other boards had a veto on matters in the local agreements. That is one question. The other question, I think, that is relevant to the discussion is, what is in the local agreements and what is in the master agreement?—again using those terms descriptively as they are not in the bill.

With respect, it seems to me Mr. Grande is referring to a matter which in the bill is clearly designated as being a master agreement question. If we are talking about the basic staff allocation formula, the salary schedule, dental plans and life insurance policies, then the bill is quite explicit in saying those must be negotiated centrally, jointly. Once they are negotiated centrally and are signed and executed as part of the master agreement, they are not in the realm of being a local agreement provision.

Before the question can be answered, if I understand it correctly, you must first differentiate between what is a central, master agreement, and what is local agreement.

Mr. Chairman: It almost sounds like a constitutional debate between federal and provincial jurisdictions.

Hon. Miss Stephenson: I thought it was relatively simple.

Mr. Chairman: Does that answer you, Mr. Grande? It seems there has been a sort of misunderstanding as to the interpretation you had from Mr. McKay's comments and his own interpretations.

Mr. Grande: Let me again go directly to Mr. McKay. Mr. McKay, if the master agreement produces 500 teachers for the borough of York and that borough currently has 575 teachers, then according to that master agreement, the borough of York would have to release or fire or get rid of 75 teachers.

Mr. McKay: Unless they chose to employ some portion of them from their discretionary levy.

5:50 p.m.

Mr. Grande: That is fine. I am leaving the

discretionary levy out for the time being. I am talking about the master agreement.

Say the teachers in the borough of York, be it the secondary or elementary panel, make the decision that they want to protect the jobs of their colleagues. They say at the local level: "Look, we don't want you to fire these 75 teachers. We are willing to take pay cuts, if you like." Would that not constitute a breaking of the master agreement? Would not the borough of York have to go before Metro and ask Metro, "Can we do this?" Before Metro makes the determination, would it not have to go to the other area boards and say, "Does this establish a precedent for you?"

Mr. Chairman: Could we have Mr. McKay answer that?

Mr. McKay: The only answer I can give to that is that the bill explicitly spells out that those matters are to be negotiated jointly. They are in the master agreement.

Mr. Grande: Exactly. Therefore, there is no alternative to firing 75 teachers.

Mr. McKay: There are, I guess, two alternatives. One, of course, is the discretionary levy, at the risk of being repetitious. The other is that since it is a master agreement item, if that branch affiliate representing the teachers feels strongly about it, the avenue open to it is to convince its sister or brother branch affiliates making up the joint negotiations on the teachers' side to put that on the table at the central negotiations.

It would be perfectly valid for the central agreement to have in it a provision that says, "In the borough of York and in no other borough or city, the following provision will apply." The problem is—although I do not know whether or not it is a problem—that from the point of view of legal interpretation of the provisions in the bill, you will first have to determine whether it is a master or local agreement. Until you have determined that, you cannot really answer any further question as to what the effect of this, that or the other provision is.

If it is a master agreement, then those particular provisions apply to it. If it falls in any other category, the bill makes specific provision that the local negotiations can deal with any item not already specified as being in the joint negotiations.

I do not know whether that explains it adequately or not.

Mr. Chairman: Mr. Grande, I believe the minister wanted to add something to that.

Hon. Miss Stephenson: Mr. McKay added the point I was going to add, that indeed it could be part of the master agreement and those provisions might in fact be met in a board, one or two boards, or even all boards.

Mr. Bradley: The master agreement must be agreed to by all boards of education and all teacher affiliates in Metropolitan Toronto. If any one of them balked at it, they would be out of luck.

Mr. Grande: It is veto power.

Hon. Miss Stephenson: No. Well, I guess your interpretation of veto power is much looser than mine.

Mr. Bradley: If they can bring about a circumstance where it will not be approved, what is the word other than "veto"? If they have the ability to prevent that from being in the contract, then that is a veto power.

Hon. Miss Stephenson: If indeed the mechanism for determining staff allocation is a part of the central negotiation, it is not by any means outside the realm of possibility that a number of variations on the theme could be developed as part of a master agreement related to that specific item because those are the only items which are to be bargained centrally.

Mr. Grande: Which is 95 per cent of the negotiations.

Mr. Bradley: However, if one of the boards or teacher affiliates does not agree in a specific board, say, Etobicoke, if one of the two there happen to disagree, that is a veto over a possible provision within the master contract.

Hon. Miss Stephenson: Not necessarily.

Mr. Bradley: Then how would they get around it?

Hon. Miss Stephenson: If it can be put on the table and negotiated, obviously it can be discussed and could be put into it.

Mr. Bradley: But, ultimately, somebody can still say no. If one of the boards of education simply does not want that to happen for its own reasons, it will not happen because it will exercise its veto.

Mr. McKay: It seems to me that it is a question of when the provision comes to be discussed at the table for joint negotiations.

Presumably, if the York teachers, to take the example given, wanted to trade off some money for some better working conditions, whatever they might be, that would be brought to the negotiating table during the process of negotiations. In that event, there would not be a veto

power in the sense that one board only could prevent that from occurring. Agreement would be made or not made on the basis of the double majority rule for decision-making, assuming that a double majority on the board side and a double majority on the teacher side agreed to include it, and that a double majority on both sides ratified the agreement with that clause in it. Then it would be in the master agreement.

It is a question of practical terms. If York, or whoever, wanted to do that kind of tradeoff, it would be on the table during negotiations. You would not get to the point where a board could come and say, "That is inconsistent or at variance with the master agreement." It would already be part of the master agreement. Admittedly, it requires the double majority. It is true that the York teachers and board could theoretically be stymied if they could not persuade enough of their colleagues to get the double majority in favour of it.

That is not quite the same as saying there is a veto because this is not a situation where one board or branch affiliate alone could prevent it.

Mr. Chairman: I would like to ask the members of this committee for some understanding and co-operation. Mr. McGuigan has a question which does not necessarily relate to the item before us now. Perhaps you would not mind allowing Mr. McGuigan to ask that question. He cannot be here tomorrow, and it would probably fit into a different item under a different vote.

Mr. Gillies, who for one reason or another of urgency had left the committee at a time when were voting on the first item of the first vote, has a question relating to the Ontario Educational Communications Authority, TVOntario. If you are agreed, we will start with Mr. McGuigan, followed by Mr. Gillies.

Mr. McGuigan: I was approached by a principal who was speaking on behalf of teachers in secondary schools. He pointed out an apparent change in policy. Those secondary school teachers who are eligible and are seeking to take principals' courses and who have had experience only in the secondary schools are now about to be excluded because the change in policy required that they have teaching experience in the public schools up to grade 8 and in secondary schools.

Are you familiar with that?

Mr. Grande: But that was last year.

Hon. Miss Stephenson: I will check into that. The criteria for admission have been modified

in the past year in order to provide for open access to a number of the additional qualifications courses. As a result, there are many more applicants and many more admitted to the courses.

5:20 p.m.

As I mentioned yesterday, I believe, 2,000 will be involved in principals' courses this summer. That means the open-door policy has provided for greater opportunity. I believe the provision at present is, or will be, that experience at all three levels will be the prerequisite for admission to principals' courses. That is at the elementary, intermediate and senior levels.

Mr. Chairman: We are graced by your presence here.

Hon. Miss Stephenson: I told you in the House that for the very first time 35 per cent of the participants last year were women. That is a massive increase from three or four per cent to 35 per cent.

Mr. McGuigan: As my principal pointed out, if people who had only the one experience were excluded, it would seem a bit unfair.

Hon. Miss Stephenson: He would probably have had experience if he had been teaching in a secondary school at both a portion of what is considered to be intermediate and senior. He might not have, mind you.

Mr. Bradley: I had a very similar situation where a complaint came through. Mr. Fox of Grimsby Secondary School applied, paid his \$40 or \$50 and then could not get a refund. My office has dealt with ministry officials on this. That is a hard-and-fast rule. The policy is you cannot get a refund once you have got your money in. I guess they do not want to get into the complications of who should get a refund and who does not or the cutoff time.

This individual applied for the program in apparent good faith, thinking he might be accepted for it. Then was told he was not eligible because he did not have elementary school experience. He could not get his \$40 or \$50 back either.

Hon. Miss Stephenson: That is not quite fair.

Mr. Bradley: The minister's intervention may bring that money back. He is in Phil Andrewes' riding.

Mr. McGuigan: Would you comment on the fairness, not on the \$40, of whether or not they can get into the program when the criteria had been changed during their teaching life and they

still have lots of years left during which they could be principals?

Hon. Miss Stephenson: The criteria for a lot of things have been changed during the teaching life of a lot of people. It has been done as a result of consultation with teachers, administrative officials, headmasters' groups and others who believe there are specific criteria that should be instituted. We do not do it unilaterally, not by a long shot.

Mr. Gillies: I am sure the minister will recall Mr. Andrewes having brought this to her attention.

Hon. Miss Stephenson: About an individual, yes.

Mr. McGuigan: Can we look forward to a further answer when you have—

Hon. Miss Stephenson: I will get you the detailed answer about it, yes.

Mr. Bradley: Nixon, colon, baloney.

Hon. Miss Stephenson: Semicolon.

Mr. Gillies: I had a couple of questions for the minister about the Ontario Educational Communications Authority. She knows from past experience I am a big fan. I think they are providing a large proportion of the very little quality television we get to watch on the airwaves.

A couple of specific problems come to mind. I received a letter from a constituent of mine, a Miss Mary Steadman, who is a member of the southwestern regional council of TVOntario. She has drawn to my attention that there is currently no representative on the board of OECA from southwestern Ontario. I understand such appointments are by order in council rather than appointments by the minister, but I wanted to bring that to your attention so you might use your good offices to ensure those of us south and west of Hamilton and Toronto will be represented on that board.

Mr. Nixon: Miss Steadman would be a good representative.

Mr. Gillies: She would indeed. I am not carrying any brief for anyone in particular.

Mr. Nixon: Or a torch.

Mr. Chairman: Be very careful not to prejudice other qualified candidates who may want an appointment.

Mr. Gillies: Absolutely, Mr. Chairman.

Hon. Miss Stephenson: I shall take note of your comments.

Mr. Bradley: Do politics have anything to do with those comments?

Hon. Miss Stephenson: Not in the least.

Mr. Bradley: Not like the Liquor Control Board of Ontario.

Hon. Miss Stephenson: I have never appointed anybody to the liquor control board, so I have no idea who is appointed to that.

Mr. Bradley: I find a lot of sons and daughters of the Tory presidents working in the liquor store.

Mr. Chairman: This is out of order.

Mr. Gillies: Very out of order.

Mr. Bradley: You are right.

Mr. Gillies: I would appreciate your looking into this because apparently there used to be representation—it is a 15-member board—in our part of the world and I understand there is nobody west of Ancaster, I believe, and—I do not know if this is true or not—the feeling among many people on the regional councils is that the organization is dominated by Toronto and Ottawa people. I think they would be very appreciative of your attention on that.

Interjection.

Hon. Miss Stephenson: I do not live in Don Mills. There is one York Mills representative and he happens to be the president of Seneca College. We felt it was important that the college system be represented on the board of the Ontario Educational Communications Authority.

At times, it is difficult to meet all of the geographic and representational requirements for any board, but I know a good deal of effort is made to do that. Your concern about south-western Ontario is noted.

Mr. Gillies: I appreciate it very much, Madam Minister.

Hon. Miss Stephenson: I have one other concern, which is that I do not think there are enough women on that board either.

Mr. Gillies: I think that may indeed be the case.

I have a broader concern just generally about OECA—

Hon. Miss Stephenson: I gathered that.

Mr. Gillies: —in terms of funding. In going through the estimates, I see that has been increased over last year's estimate in terms of your grant by about eight per cent. I appreciate money is a problem and that they will be receiving this year something over \$8.7 million.

As I said, I am a big fan of the organization and I feel very strongly, as Dr. Parr was able to point out to us in estimates last year, that they could be one of the prime instruments in taking education to people in the province who may not otherwise have access to it. I see it potentially in the same light as we might see correspondence education and senior and continuing education.

I note—and I am projecting ahead at this point, Mr. Chairman, to the second vote—very encouraging increases in the estimates for correspondence education, an increase of some 26 per cent, and in senior and continuing education, an increase of 31 per cent, which I think is laudable. I think it is terrific. I wonder if the minister might look in the next year or two to increasing our commitment to OECA along that magnitude if possible. There is tremendous potential there.

I had an opportunity to go through the facilities with Dr. Parr some time ago. I would hate to think that, even faced with the constraints we are faced with, they would fall behind the rate of inflation to any great extent in their ability to continue to provide the type of programming we are benefitting from and to continue to explore new methods of taking courses, be they credit or noncredit courses, to people through television who might not otherwise have access to it.

I just thought I would draw that to your attention and see if you might comment on it. By the way, that eight per cent compares to an 11 per cent increase generally in the Education estimates. I bring that to your attention in the hope you might take a good, close look at OECA in the next year or two and at our government's commitment to it.

5:30 p.m.

Hon. Miss Stephenson: Under the current classification of OECA within the structure of government, it falls into an area which is not akin to the general legislative grant. The figures you have mentioned, in terms of percentage increases for certain areas of activity within the ministry, relate specifically to the increased activity in those branches for specific purposes: in senior and continuing education; in the area of the potential implementation of the recommendations of the secondary education review project, for example; in technical education; in linkage and other things.

They are not truly comparable because those are not grants made to senior and continuing education, as the grant to the OECA is. We have

had several conversations with the OECA board about the principle of accepting OECA as a part of the educational system in the same way a school is. That is a matter which is under consideration now.

Mr. Gillies: Great. I also appreciate that we will be looking again at this organization when the estimates of the Ministry of Citizenship and Culture come up.

I certainly appreciate the difference in the two types of organizations we are talking about. At this point, we do not know, of course, whether they would particularly favour a closer relationship. I would hate to think they may be subject to some—if not financial neglect, they may not have the immediacy of your attention that these other branches of the ministry have because of the arm's length nature of their relationship.

Hon. Miss Stephenson: Yes, they are an arm's length operation, as you know. However, there is a continuing liaison committee, of which Mr. Thomas is an integral part, which discusses and establishes priorities within the educational television area specifically related to the production of programs in support of curriculum development.

Mr. Gillies: I appreciate that and certainly I am sorry that Mr. Parr has left.

Hon. Miss Stephenson: Yes. Unfortunately, we had gone beyond the vote and I guess he thought he was not going to be questioned, so he departed.

Mr. Gillies: Unfortunately, I had been called out and I wanted to ask a question while he was here.

I think it is good that we have an occasional opportunity, about once a year in various ministry estimates to talk about things we think are working extremely well. I cannot commend them enough for the quality, breadth and type of programming they are bringing to the province when we are faced, flipping our dials, with so much absolute garbage, especially that which seems to pour from across the border.

I would hate to think that their capacity to deliver that programming would be in any way harmed.

Hon. Miss Stephenson: They are in no danger of demise, I can tell you that.

Mr. Nixon: They have had many years of good funding.

Hon. Miss Stephenson: They are doing a very

good job now of selling the programming which they have developed as well.

Mr. Nixon: They have been doing that for years.

Hon. Miss Stephenson: They are doing a better job now than they were.

Mr. Chairman: I simply wanted to ask a supplementary, if the committee allows me, without necessarily leaving the chair.

I am a great fan of TVOntario and of OECA as well. Since we have mentioned the Ministry of Citizenship and Culture, which provides for their funding, and also the Ministry of Colleges and Universities—and those estimates, I guess, will not be coming up till probably the fall—I wondered if you could look at those estimates and consider the questions Mr. Gillies has raised and some of the concerns we have in perhaps allocating additional funds to that institution.

Hon. Miss Stephenson: Dear heart, you have seen the estimates, and those are the estimates for 1982-83.

Mr. Chairman: Is that it?

Hon. Miss Stephenson: We do not have any money left.

Mr. Chairman: What is the proportion of the operation that is funded by your ministry?

Hon. Miss Stephenson: About one third of the total allocation which is provided.

Mr. Chairman: That includes the Ministry of Education plus the Ministry of Colleges and Universities?

Hon. Miss Stephenson: Yes.

Mr. Chairman: Thank you. That is all I wanted to ask.

If there are no further questions, we are actually back on vote 3201, item 6. Mr. Bradley, I think, has exhausted his questioning related to Bill 127.

Mr. Grande: Mr. Chairman, I want to go into another area under analysis—

Mr. Chairman: Item 6 is not carried.

Mr. Grande: —and I am sure that is something the Liberal critic is also going to talk about, since he mentioned yesterday that we should be tackling that particular field, that is, the heritage language program and the minister's decision which, to my way of thinking, is certainly a retrograde step.

I would like to ask what kind of data, research, reviews, assessment and evaluation you have done regarding the heritage language program

and your decision not to allow the Toronto Board of Education to implement it.

Hon. Miss Stephenson: Mr. Chairman, I would like to make very clear to the members of the committee that the request from the Toronto Board of Education did not relate to the continuing support of the continuing education program known as heritage language. The request of the Toronto Board of Education related specifically to the matter of the languages of instruction within Ontario schools. The request was a request to increase the number of languages of instruction within the ordinary curriculum of Ontario schools to whatever number, I suppose, that might be considered appropriate by the Toronto Board of Education.

The law in this province is that there are two languages of instruction within this province. They are French and English. It was felt that it would be inappropriate to increase the number of languages of instruction for the students of the Ontario school system to 30, which is the number of languages currently being taught by the Toronto Board of Education in its continuing education program, or to 50, which is the number of languages currently being taught within the heritage language program throughout the entire province.

The request was specifically for the purpose of increasing the numbers of languages of instruction.

Mr. Bradley: And not for just teaching those languages during the regular day?

Hon. Miss Stephenson: No.

Mr. Bradley: In other words, you are saying there would be instruction, learning geography in Ukrainian, for instance; it was not a request to have the present heritage languages program, where Greek is taught during the school day, in regular hours. That was not the request?

Hon. Miss Stephenson: Have you read the report of the committee?

Mr. Bradley: No.

Hon. Miss Stephenson: I guess you have not read the letter which was transmitted to me—

Mr. Bradley: I have read through it, but I cannot tell you—

Hon. Miss Stephenson: —from the Toronto Board of Education with 17 recommendations in it.

Mr. Bradley: I have read reports of the report. I have not read the report.

Hon. Miss Stephenson: Certainly the intent of

the report is to increase the languages of instruction.

Mr. Chairman: I just wonder if there are copies of the recommendations to perhaps cite things precisely so that we know what we are dealing with. I know, Madam Minister, you have read and seen the recommendations, but specifically reading the recommendations may dispel any misunderstanding as to whether we are talking about the third languages as languages of instruction, which resolution says this, and whether third languages are simply subjects of instruction.

Hon. Miss Stephenson: If I could briefly précis the burden of the recommendations of the report, they are these:

Recommendations 4, 5 and 6 were in the area of providing professional development opportunities for heritage language instructors. Recommendation 8 was an extension of total instructional time from 150 to 200 minutes per week. Recommendation 13 was the requirement of a minimum of one senior modern language credit for a secondary school graduation diploma.

Recommendation 14 was to fund that cultural heritage program at the same level as the heritage language programs. Recommendation 15 was the development of curriculum guidelines for the heritage language program and the problem of curriculum materials development. Recommendations 22 and 23 were a provincial review of the heritage language program.

They are not the final recommendations, but are in the final recommendations of the board related to integration of program within the curriculum day and the movement from that to the increase in languages of instruction.

Mr. Bradley: I am wondering whether the two are necessarily tied together at the present time.

Hon. Miss Stephenson: They certainly were in the board's recommendation.

Mr. Bradley: You might find out in the broad community out there—sorry, Tony, you had the floor.

Mr. Chairman: Mr. Grande, do you have a specific text of the recommendations before you where maybe you could help us?

Mr. Grande: No. I read the report from the Toronto Board of Education. I do not have the documentation the board of education sent to the minister, if that is what you are referring to.

Certainly they are talking about a comprehensive language policy where English, French and other languages play an important part in the learning process, although they did make

representations to you that they would like to try some bilingual or trilingual pilot projects.

Hon. Miss Stephenson: Trilingual.

Mr. Grande: That is right. Surely that is not the whole aspect of our language policy that the Toronto Board of Education debated. It debated the matter over a two-year period and had extensive input from people and parents within the city of Toronto. It seems to me by your actions that in less than a month you have dismissed the work that has been taking place for over two years with every sector of education within the city of Toronto involved in that process.

What kind of data did the ministry analyse from research, reviews and assessment and evaluate in terms of coming to the decision the minister came to? In other words, I am trying to find the process that goes on within this ministry that says to boards of education across this province, "No, you will not be able to do this. Yes, you will be able to do that." Surely you have more than just a response in a press release.

Hon. Miss Stephenson: Oh, no, it was not a response in a press release.

Mr. Grande: That is what I am getting at.

Hon. Miss Stephenson: It was a letter to the Toronto Board of Education which was received by that board before any information was given to the press.

Mr. Chairman: The minister mentioned something like 17 or 22 recommendations.

Hon. Miss Stephenson: Yes.

Mr. Chairman: Your question on statistical data and research was with regard to which particular recommendation that the minister had made a response to? Apparently the response was to only one or two of the recommendations, not to the entire list.

Mr. Grande: Yes, right.

Mr. Chairman: Which research material are you asking whether the minister has or should have had or should have based her reply on? Her reply to which recommendation, to be clear on this?

Mr. Grande: On educational grounds, does your ministry have any information which would lead you to believe that it would not be beneficial to children if they are taught in their mother tongue?

Hon. Miss Stephenson: If they are taught in their mother tongue as an integral part of their instructional program?

You are aware, Mr. Grande, that the Education Act already makes provision for children whose first language is neither English nor French to be taught for a transitional period in order to ease their entrance into the instructional program in either one of the official languages which are taught.

Mr. Bradley: How long is that period?

Hon. Miss Stephenson: It is up to two years in most instances. It is used in a number of places. It varies with the capacity of the child and with the progress the child makes.

Mr. Grande: I am well aware of what you are talking about. I was involved in what you are talking about.

The fact is that we are not just talking about the entry of children into the school system at this particular time. The Toronto Board of Education is saying that the use of a language other than English or French would have educationally beneficial effects to the learning the children do in schools.

It is not a matter of taking it as a transition. I do not want to go back to seven or eight years ago and debate what occurred seven or eight years ago. I just want to zero in here on the Toronto Board of Education and their recommendations and to say to you there was a tremendous consultation process that took place at the Toronto Board of Education. You must admit that.

How many briefs were there? There were 160 or 180 briefs presented to the board before the board made a majority decision to send you the letter and to ask you. They knew very well that the Education Act did not allow certain of those things.

Hon. Miss Stephenson: They requested an amendment to the Education Act, as a matter of fact.

Mr. Grande: They knew it when they had the input from parents and from other people. They are aware what the stipulations of the Education Act are.

Hon. Miss Stephenson: It was my understanding, Mr. Grande, that about half of the briefs presented were opposed to it.

Mr. Grande: In other words, you are saying it is 50-50?

Hon. Miss Stephenson: What I am saying is that not all 160 briefs were in support of it.

Mr. Grande: That is true.

Hon. Miss Stephenson: Let us not leave that impression.

Mr. Grande: If I inferred that, my apologies. The community is not a monolith. What I want to find out from you is if you have done any work within your ministry which says, "Yes, it is beneficial for children who have another language to have that language used in school." Do those children receive educational benefits? I come to you from that point, from the educational benefits to kids.

Hon. Miss Stephenson: In terms of the developmental and functioning benefits for human beings, I would agree that facility in more than one language is extremely beneficial. In terms of research related specifically to the educational advantages of being instructed in more than one language, two languages or even three languages, there is a great dearth of research either in support of or in denial of the educational benefit to children.

Mr. Bradley: Are you proposing to initiate some new research in that area, since you say there is a dearth?

Hon. Miss Stephenson: It will depend upon our priorities for research this year whether we can initiate that or not.

Mr. Bradley: Since it is likely that the Toronto Board of Education and other groups would be continuing to press for this particular amendment on your part, one would presume that your ministry might be interested in carrying out some extensive research to allay or confirm some of the fears—whichever way you wish to look at it—about the implementation of such a program being brought about.

Hon. Miss Stephenson: We can refer you to some of the research which has already been carried out in another jurisdiction.

Mr. Chairman: I have heard that abroad—

Mr. Grande: I understand that, Mr. Chairman, thank you very much.

Mr. Chairman: I am sorry, I hate to interrupt like this.

Mr. Grande: No, you are quite right because we do have a tremendous amount of information and we do not have to look abroad.

Hon. Miss Stephenson: I am not sure I would call it a tremendous amount of information, as a matter of fact. We have some information, not all of which I would consider to be scientifically valid in either support of or lack of support of.

Mr. Grande: We have information and we have the rationale by which the government of Alberta, in its wisdom, decided to allow that kind of experiment to take place.

I understand that the Ukrainian community, the German community and the Canadian Indian community are about to use that method in Alberta. Why cannot it be done here? What are the impediments and the barriers stopping you as a government?

5:50 p.m.

Hon. Miss Stephenson: We now provide a program available to all children within the public system to participate in language instruction on a continuing education basis—

Mr. Grande: I understand that.

Hon. Miss Stephenson: —which serves those children very well and is enthusiastically supported by the increases in numbers of participants. That is available to children in areas where there are sufficient numbers to warrant the mounting of a program.

Mr. Grande: I do understand that.

Hon. Miss Stephenson: Good.

Mr. Grande: Can we put it aside for a minute? We are discussing and I hope we are debating another issue.

Mr. Chairman: Mr. Grande, the minister is replying within the framework of the present Education Act of Ontario.

Hon. Miss Stephenson: That is right.

Mr. Chairman: What you are asking for is an amendment to the Education Act that would allow for languages other than the two official languages as languages of instruction. There seems to be a difference between the framework of the response the minister is giving you and the questioning.

Mr. Grande: I understand the heritage language program. I understand the continuing education function of the program. I understand the program is successful. I understand there are many kids involved in the program.

Hon. Miss Stephenson: About 76,000.

Mr. Grande: I understand it is after school. I understand it is on Saturdays. I understand all of that.

What I am talking about is the beneficial effects of bilingual education to kids, especially kids who are fluent in a language other than English or French. I am talking about mental processes that develop for children as a result of the use of our language. You are correct in terms of the dearth of research that shows one point of view as correct and the other point of view as incorrect. But the research that shows one point of view is correct was done around 15

or 20 years ago. In other words, it was very early research.

Hon. Miss Stephenson: Not all of it.

Mr. Grande: What are the barriers to allowing this experiment? Find out if it is beneficial to children by mounting some serious research into this area, given that a great number of parents in Metropolitan Toronto have said yes to the Toronto Board of Education for that to take place.

Hon. Miss Stephenson: A considerable number of parents have said they do not want to have the integrity of the current curriculum modified to accommodate that.

Mr. Grande: In other words your response is purely a response—

Hon. Miss Stephenson: No. There is not a body of research which validates at this point the thesis that instruction in three languages is going to be educationally beneficial to a large number of children. We have no research base which provides the foundation for an amendment to the Education Act which could have a potentially beneficial effect for all of the children in Ontario.

Mr. Grande: Clearly they are talking in terms of the comprehensive language policy the Toronto Board of Education set up. They are talking about all the children within their system.

Hon. Miss Stephenson: We are not responsible only for the Toronto Board of Education, we are responsible for all the children who go to school in Ontario. We cannot make amendments to the Education Act to accommodate one board only, without recognizing that the implications of that amendment will be important for all of the other children as well.

Mr. Grande: What are you saying to me? I do not understand what you are talking about.

Hon. Miss Stephenson: I am saying that if it is good for one group of children, it is going to be good for all the kids in Ontario. When we know that is so, then we would consider seriously an amendment to the Education Act, but until such time—

Mr. Bradley: You would have to do research.

Mr. Grande: The only way you will know is by setting up pilot programs so the research—

Hon. Miss Stephenson: Not necessarily.

Mr. Grande: How do you find out? I do not know of any other way. If that experience in Alberta is good for the Ukrainian children, good for the German children and good for the native

kids, the government of Alberta must have had some rationale to allow that to take place.

Hon. Miss Stephenson: Yes. Three languages in Alberta is somewhat different from 50 languages in Ontario.

Mr. Grande: Madam Minister, again, you think in terms that everybody—

Hon. Miss Stephenson: I think in terms of the entire province. That is my responsibility, Mr. Grande.

Mr. Grande: And do you think the people of Alberta did not?

Hon. Miss Stephenson: I would remind you that about 65 per cent of the children who go to school in Ontario go to school outside of Metropolitan Toronto.

Mr. Grande: Granted.

Hon. Miss Stephenson: Metropolitan Toronto is not the end of the province. Ontario does not stop at Steeles Avenue.

Mr. Bradley: She is fanning an anti-Toronto feeling.

Mr. Chairman: We could suggest the topic would be appropriate for the Council of Ministers of Education where some of the experiments in other jurisdictions may—

Interjections.

Hon. Miss Stephenson: We have some exchange of information.

Mr. Chairman: I do see that in the conference that will be held in September. I think that particular topic is scheduled at two seminars. I will be attending it and perhaps Mr. Bradley will attend. Madam Minister, I think you are hosting it, are you not?

Hon. Miss Stephenson: The Canadian Education Association? That is not the Council of Ministers of Education.

Mr. Chairman: No. That is another one.

Hon. Miss Stephenson: Yes. That is another one.

Mr. Chairman: Could we pass or carry item 6 at least?

Mr. Grande: Not yet.

Mr. Chairman: Do you still want to leave that?

Interjections.

Mr. Chairman: All right.

Hon. Miss Stephenson: Could I ask whether the chairman of the Education Relations Commission's presence is required tomorrow?

Mr. Chairman: I have a feeling it would be, depending on how quickly the committee members want to proceed on the particular items of the first vote so we could get into the second vote and then go on to the third vote.

Mr. Bradley: Is he indisposed?

Hon. Miss Stephenson: No. It is a matter of his time schedule. If he were available at two o'clock, for example, would that be appropriate?

Mr. Chairman: We have two hours and 48 minutes left on the estimates and I would appreciate, Madam Minister, if you could ask the chairman of the ERC to be present tomorrow. If we start at two o'clock, we probably will finish just shortly before five.

Mr. Bradley: I can still make it back for the United Auto Workers rally.

The committee adjourned at 5:59 p.m.

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From the Ministry of Education:

McKay, R. M., Acting Director, Policy Analysis and Legislation Branch



Ontario LEGISLATIVE ASSEMBLY

No. S-11

Legislature of Ontario Debates

Official Report (Hansard)

Standing Committee on Social Development
Estimates, Ministry of Education



Second Session, Thirty-Second Parliament
Wednesday, June 16, 1982

Speaker: Honourable John M. Turner
Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Wednesday, June 16, 1982

The committee met at 2:17 p.m. in committee room 1.

ESTIMATES, MINISTRY OF EDUCATION (concluded)

Mr. Chairman: I see a quorum. I am calling the committee to order. Before beginning our deliberations today, I just want to make a statement to the effect that in the discussion we had on the recording of the procedures in Hansard, there have been some slight changes. I am not a specialist and I do not have all the wisdom of the procedures of the committees, regulations and standing orders.

I consulted the clerk who is sitting on my right and he apparently agreed there would be no problem in moving the motion and accepting the recommendation that we record, in the final printed Hansard, Mr. Grande's motion.

Being a very co-operative chairman, I tried to accommodate all members of this committee to the maximum.

Mr. Sweeney: You are beginning to sound like President Leopoldo Galtieri. You realize that?

Mr. Chairman: Like who? Like Mr. Galtieri?

Mr. Sweeney: Yes.

Mr. Chairman: Are you referring to the Falkland Islands dispute? Or something like that?

Mr. Sweeney: Yes.

Mr. Chairman: I do not know whether I should take that as a compliment or as an insult; most likely the second. But John, I do not know what you mean by making that reference.

Mr. Sweeney: Excuses, excuses. You know what I mean.

Hon. Miss Stephenson: It is a pretty obscure reference, Mr. Chairman.

Mr. Chairman: I will have to think about it.

Mr. Grande: Are you taking the time of the committee?

Mr. Chairman: I am not taking the time of the committee. I just wanted to say that our regular clerk, Mr. White, tells me the procedure is that if you want to include the motion and the

discussion of Mr. Grande's motion, one hour and 10 minutes would have to be deducted from the estimates' time. If there is agreement, by Mr. Bradley from the official opposition, and Mr. Grande—I am sorry this ruling comes as late as it does—we will probably cut short our deliberations today by an hour and 10 minutes.

Mr. Bradley: Awful. Disgusting. The arrogant majority rules again.

Hon. Miss Stephenson: That is the House rule, old boy.

Mr. Chairman: It is the House rule which you, as a member of the Legislative Assembly and as a parliamentarian—

Mr. Grande: Who made them?

Interjection: We know how the rules got to be that way and why.

Hon. Miss Stephenson: It was during the minority government, definitely.

Mr. Bradley: I liked your original ruling, Mr. Chairman.

Mr. Chairman: We all have our preferences. Is it agreed that we will eliminate one hour and 10 minutes from the estimates and include the vivacious and highly intelligent discussion from all parties during the debate of Mr. Grande's motion?

Mr. Bradley: Our best questions were coming then.

Interjection: If you believe that you will believe anything.

Mr. Grande: Let me put on the record that the minister is all smiles as a result of that ruling.

Hon. Miss Stephenson: No, it was Mr. Bradley's statement I was laughing at.

Mr. Chairman: I do not know when or why the minister smiles. I am not quite competent on that.

Hon. Miss Stephenson: I do it all the time, that is all.

Mr. Chairman: Thank you for your co-operation.

On vote 3201, main office; item 6, analysis and planning:

Hon. Miss Stephenson: May I just tell you and

remind the members of the committee that the chairman of the Education Relations Commission is present this afternoon, as requested, at two o'clock.

Mr. Chairman: And he is?

Hon. Miss Stephenson: Professor Brian M. Downie.

Mr. Chairman: Dr. Downie, welcome. I am sure that some time today you will be called on to take a seat before this committee and to answer some questions the members may have.

We are still on vote 1, item 6, analysis and planning. Mr. Grande wanted to continue with some comments or questions he may have had under this item. Or have you completed your list of questions?

Mr. Grande: Actually, if the Liberal critic would like to ask some questions on that heritage language program, which I understand he wanted to do, I would defer to him at this time. I have just one very short item under that, so we do not lose the trend of the heritage language and go to another separate item.

Mr. Chairman: Do you want to raise that now or do you want to give Mr. Bradley the opportunity to question the minister?

Mr. Grande: As I said, I would give Mr. Bradley the opportunity, since we are dealing with—

Mr. Chairman: We rarely have such a display of co-operation, Mr. Bradley, and I think you should make use of that today.

Mr. Grande: Always.

Hon. Miss Stephenson: Now you know why I smiled.

Mr. Bradley: We had just about concluded our discussion of it yesterday, with Mr. Grande. I implored the minister to carry out even more extensive investigation and research into the effect of having different languages taught during the regular school hours. That was one issue.

Second is the language of instruction. In using languages other than French or English as languages of instruction, I was suggesting we get some more and rather extensive research in that area, because the minister felt the information and research we have right now is certainly not adequate. There seemed to be a general agreement that it would be useful to have more research in that area.

Hon. Miss Stephenson: It could not be construed as being solidly in support of the introduction of extensive increases in languages of instruction.

Mr. Bradley: I missed that, but I would like to go on to the other aspects of it. What has to be satisfied when a program of this kind is implemented—and I think the minister has raised this on a couple of occasions—are the ramifications for other aspects of the program in the regular school day. That is why, once again, we would have to look at research in that regard.

It seemed to me there was a cry a few years back that those hours were not being used to the greatest advantage. At least some people were saying that. The minister has brought about a policy whereby this fall there is an additional half hour in the school day. I believe that is it?

Hon. Miss Stephenson: No, in those instances in which the legislated provision of five hours of instruction are not being provided, the boards are being requested to ensure their programs do comply.

Mr. Bradley: So we would look at those ramifications.

Second, I would be interested in whether the ministry has any information on the cost. There was some concern about the costs of implementing a heritage languages program within the existing regular school day. There was some talk about how that would affect members of the teaching profession.

I understand many of the people who teach in the heritage languages program outside the regular school hours are not what we would call academically qualified people. In some cases they are—

Hon. Miss Stephenson: They may be academically qualified. They are not certified teachers.

Mr. Bradley: —certified teachers. In some cases, they might not even be technically qualified, yet they may be very good people at teaching that language. They may be people who have a better knowledge of the customs of the group they are teaching than others might have who happen to have a degree sitting in front of them. The ramifications of that and also the costs of implementing this program might be something to look at.

If you are not prepared to have a full-scale implementation this year, as you have indicated to the board, there have been some suggestions to allow a pilot project or a couple of pilot projects to see whether it can work. The board has suggested this to some extent, since a large number of schools would not be involved. A pilot project is generally conceded by proponents as being a fall-back position. From that

you could gain some information as to whether the worst fears of the opponents would be realized or not.

I think that is at least a fall-back position. If you are prepared to concede that to the Toronto Board of Education, at least the foot is in the door. It may or may not meet your approval to have a foot in the door, but at least it allows for an examination of just how it might work.

I will be fair to the minister. I recognize a pilot project is one that has to be carefully chosen because we have to see if it is truly representative of what would happen across a system if such a program were implemented. I know the Ontario Secondary School Teachers' Federation has expressed some concerns about that.

Hon. Miss Stephenson: Not only the OSSTF.

Mr. Bradley: The other teachers' federations have expressed some concerns as well. To meet those concerns, there has to be a lot of research and examination of it.

Some of what the board has put forward has been useful information. We have examples in western Canada which have apparently been successful. The minister has pointed out some differences between what exists in Alberta, for instance, and what exists here.

However, what has happened, it seems to me, is that you have simply closed the door on any possibility of this happening by refusing to change the legislation to permit the Toronto board to even get involved in a pilot project—one, two or three pilot projects—to see how it might work out.

Is there any chance that you might relent in that regard, in favour of allowing a couple of pilot projects?

Hon. Miss Stephenson: I think not. Pilot projects in the Ministry of Education are those which usually relate to the implementation of well-developed programs.

It would appear to me that a great deal more knowledge and information and some absolutely factual foundation is needed, which demonstrates that it is of tremendous pedagogical benefit or educational benefit to the children involved in that kind of program.

With that kind of background, I would be very willing to look at it. I do not believe we have that at this point.

Mr. Bradley: The separate school approach in Toronto, while I realize—

Hon. Miss Stephenson: The separate school approach is the implementation of a continuing education program during the school day, extend-

ing the school day to encompass it and providing the program at a time which is, in most instances, immediately adjacent to lunch time.

It does provide for that kind of concept; it is within a school day, in actual fact, but the school day has been extended. That has been in place for some time.

Mr. Bradley: Would you permit the Toronto public school board to do that?

Hon. Miss Stephenson: That is what the regulation already says.

Mr. Bradley: No, but you would permit that. You would not raise any objections to that, obviously, if that is what the regulation already says. What you object to is placing it in the regular day—

Hon. Miss Stephenson: The core curriculum of the day. Yes.

Mr. Grande: May I ask a supplementary?

Mr. Bradley: Go ahead.

Mr. Grande: In terms of the minister saying there is no research, and no—

Hon. Miss Stephenson: I did not say that.

Mr. Grande: Wait a minute.

Hon. Miss Stephenson: But don't misquote me. All right?

Mr. Grande: I am not referring at all to the piles of research on one side of the question or piles of research on the other side of the question. What I am referring to, and what I would like the minister to be updated on, is the fact that either seven or eight years ago—certainly before I came to this place—St. Clare elementary school, a separate school, did a pilot project where the native tongue of the children was used extensively in the school during the school day.

I will refer you to Dr. Silverman at the Ontario Institute for Studies in Education and another professor, whose name I do not recollect at this time, but who was the one more involved with it.

I remember meeting with a teacher by the name of Mrs. Toscano and reading the research reports on that program, which was very valuable, very positive and very beneficial to kids. Therefore, while you are saying you will not allow the Toronto Board of Education or any other board to do experimental, pilot projects, the fact is that seven years ago there was one with a separate school board: Dr. Silverman at St. Clare school here in Toronto.

I would advise you to get hold of the report. I read it about six years ago when it came out. My

understanding is that the benefits to children were of great value to the educational process and to the education of those kids.

At that time, that experiment dealt with English and Italian as the languages of instruction during the school day. Just look at it.

Hon. Miss Stephenson: As I said, we currently have the capacity and certainly the permission to use languages of transition for the early instruction of children in order to ease their entry into the language of instruction which is universal within the school system: one of two, either English or French.

In addition, it should be recognized that the heritage language program which the separate schools provide is within the parameters of heritage language as it is designated within the Education Act.

If the Toronto board wants to do that, that is perfectly fine. But what they are asking to do is to introduce further languages of instruction within their school system. As I said to you before, we cannot make rules for one portion of the school system only in terms of programs for children. Not in this province, at any rate.

2:30 p.m.

Mr. Grande: I will repeat to you that permissive legislation is on the books and that it is an acceptable way of making legislation. It does not mean that all school boards across this province will be rushing to do that program in that fashion, but at least the board that would like to do it, the board that looks at the needs of kids, the board that—shall I put it in this context—is progressive in terms of educational ideas, will be able to do it. Permissive legislation is not a new term that is being coined here today.

Mr. Chairman: I have Mr. Watson on the list. Were you going to—

Hon. Miss Stephenson: I simply wanted to suggest to Mr. Bradley that he should talk to his colleague sitting beside him about experimental education programs. In the past, Mr. Sweeney has not been an enthusiast for programs which could be considered experimental.

Mr. Bradley: But he agrees with me on this one.

Hon. Miss Stephenson: Oh. I did not notice John even nodding his head.

Mr. Bradley: He is smiling benignly.

Mr. Sweeney: I deliberately kept it as still as I could.

Interjection: Part of the maturing process.

Mr. Bradley: Smiling benignly to the committee.

Mr. Chairman: Mr. Watson, I believe you have a question which is basically related to the policy planning area.

Mr. Watson: Mr. Chairman, I would like to bring up the subject of planning; I am wondering if it falls into this area or some other and I will take your guidance. Is there any planning in the ministry with regard to any support for independent schools?

I have a substantial number of people in my riding who are concerned about this. They have approached me, as I am sure they have you, about the quality of education they feel they are supplying. They feel they are being somewhat discriminated against. Those are the words they use.

My question to you is: do you have any planning for, or is consideration being given to, support of any independent schools in the province?

Mr. Chairman: I think your question is in line with the present item.

Hon. Miss Stephenson: I suppose it could be considered as such. It might come under the area of general legislative grants as well.

Certainly the ministry does monitor the actions taken in other jurisdictions in this area and maintains information about that. It also attempts to determine the outcome of legislative decisions to move in that direction.

The policy in this province is one of very long standing, which all of those who have been here before will have heard me say many times. It has been reviewed very frequently since 1871, when it was first instituted by the then Liberal Premier and Minister of Education of Ontario.

Mr. Sweeney: May he turn over in his grave.

Hon. Miss Stephenson: No, he does not turn over in his grave, he haunts the Mowat Block.

The policy then was that there should be, in Ontario, a public system of the best possible quality, open and accessible to all, no matter what their religious beliefs or backgrounds. That has been maintained throughout all the years, although it has been reviewed with some regularity. The review continues.

Mr. Watson: Does that review include transportation? You go back many years, when I am sure people were not bussed to schools. Today they are bussed. I have an example in my constituency of people who ride the same bus as—

Hon. Miss Stephenson: They would ride the same bus?

Mr. Watson: They do.

Mr. Bradley: They do until someone finds out.

Mr. Watson: Well, we get along pretty well down in our part of the country. They do ride the same bus but they do pay, whereas the next person gets off the bus and does not pay. The best example would be people riding to the Pines High School and going from grade 10 into grade 11. They find they are riding the same bus, going the same route, getting off at the same time and they are paying.

Are you giving any thought to separating the education of children from the transportation of the children? These people feel they are paying taxes and part of that is going to transport their children. I have a certain amount of sympathy for them, particularly on the transportation issue, because getting them to school is one thing and educating them is another.

Hon. Miss Stephenson: The Education Act provides that the Ministry of Education will support a school board which makes the decision to transport the children within its jurisdiction. That is, the children for which it has responsibility who are resident pupils and who attend the schools for which that board is responsible. I am aware there is co-operation in a number of areas on the basis of a user-pay principle, which is helpful.

In some areas we have had good co-operation between the separate schools and the public schools, both of which are part of the public system. I would remind you, when it seemed to be inappropriate for two buses to be pursuing the same route daily and although the children were the responsibilities of different boards, there have been arrangements between the two boards to ensure those children were transported to the appropriate schools.

In Ontario, we are required by the British North America Act to ensure the separate schools are funded at the elementary level. We have a constitutional obligation to ensure whatever co-operation can be developed, will be developed. It depends on the decision of the local school board about whether transportation will be provided and on what basis.

Mr. Watson: But I am talking about putting the people beyond grade 10—

Hon. Miss Stephenson: Who have chosen not to use the public system for which they pay taxes.

Mr. Watson: You have no plans to separate the transportation of the children to these schools from the education of them once they get there?

Hon. Miss Stephenson: I suppose there is a certain degree of separation because it is an item within the general legislative grant which is calculated separately based on the requirements of the individual board concerned for transportation.

There is really a kind of separation there, but the separation is not in effect for the purposes of deciding which children are going to be transported on the bus at no cost. It is there for the purposes of transporting the children for whom that board has direct responsibility, the children attending the schools for which they are responsible.

Mr. Watson: I realize we can get into a lot of problems and maybe you do not want to start. There are easy ones. There are ones that would not be easy, where you have someone who wants to attend—

Hon. Miss Stephenson: I am not sure any of them are easy, but that is all right.

Mr. Watson: I am thinking of the people where the school is on the regular route now and the child is on the regular route. That does not present any problem, particularly for that child riding that bus. It does present a problem if you have someone who is 20 miles away and wants to go to a particular Christian school or an independent school to which there are no buses running.

If you are going to support one, there may have to be some system of supporting the other. Maybe we should be looking at the whole matter of some support for the independent schools. You say it has been looked at many times. I particularly think we should be looking at the transportation. I can separate getting to school from the actual teaching at the school.

Hon. Miss Stephenson: At present, it is considered to be a part of the total cost of educating the child, where it is necessary.

I am sure you are aware there are many jurisdictions where there are very small or almost no transportation costs because public transportation is relatively available.

Mr. Sweeney: I wonder if the minister could indicate what the significance is that in Hamilton West the Conservative candidate has a strong push for support for alternative and independent schools in his brochure?

2:40 p.m.

Hon. Miss Stephenson: I think it signifies that member's individual opinion about it, as you have just heard from my colleague from Chatham-Kent (Mr. Watson).

Mr. Bradley: Was he in Muskoka at the conference?

Hon. Miss Stephenson: No.

Mr. Sweeney: I raised the question, Madam Minister, because during the 1981 election I ended up on three panels in three different cities in this province and in each case the Conservative member took the same position. There is a sense among a lot of people that maybe the governing party is about to change its position on this.

Hon. Miss Stephenson: Oh, really?

Mr. Bradley: It was signalled by the elimination of the sales tax for those materials which you have slapped on everybody again. When you did that many people thought that was a signal.

Hon. Miss Stephenson: A lot of people construe signals out of all sorts of airy-fairy things.

Mr. Sweeney: That is more than just coincidence, I would suggest. I am not trying to put you on the spot, I was just trying to get some kind of a sense as to where this whole thing is going. Is there a changing mood?

Hon. Miss Stephenson: No, there are those within our caucus who share your point of view, and that is perfectly normal within a caucus which is as catholic in its approach to philosophy as ours is.

Mr. Sweeney: But it seems to be a growing mood though. It did not surface in the way it has in the last year, year and a half.

Hon. Miss Stephenson: The last year and a half? I thought it was a heck of a lot more obvious for about two years before that. In the last year and a half you have had a lot more publications from Lyle McBurney and company because they are actively churning out material attempting to influence a number of people.

Mr. Sweeney: Does the government at this point, other than revealing cabinet solidarity—I am not trying to get at that sort of thing but is there any concerted attempt to look at it in a different way, in a different time frame, to take into consideration different factors than they did in previous years?

Mr. Chairman: I hate to interfere but I think if there are discussions in cabinet, I am sure you understand, Mr. Sweeney—

Mr. Sweeney: No, I said outside. I did not say in cabinet.

Mr. Chairman: —it would be difficult for the minister to divulge.

Hon. Miss Stephenson: The question I would ask Mr. Sweeney is: what kind of different way and what kind of different time frame and what kind of different aspects?

Mr. Sweeney: There was a point—and the minister would well be aware of it; it just was not a matter for discussion—where decisions were made and you did not even talk about it.

Hon. Miss Stephenson: I think in every review, every aspect, the currency of the matter, all of the implications, have been examined. I do not think you can look at it in any other way.

Mr. Sweeney: Is there a review going on right now?

Hon. Miss Stephenson: As I said, we have been monitoring and gathering information. We have been doing that for years.

Mr. Bradley: Have you sent people out to Alberta and British Columbia recently to look at that at all?

Hon. Miss Stephenson: I do not think recently. If we are out there we take the opportunity to talk to— Oh, yes, Lyle McBurney has been out there. You know that.

Mr. Bradley: Have you had any people out there yourself?

Hon. Miss Stephenson: No, I have to be out there from time to time as well so I talk to them about it. Whenever we have a meeting at which there are representatives from other provinces, of course it is discussed—particularly the effect, which is not always salutary for the total educational program.

Mr. Bradley: I know there is a local group in our area, for instance, that made an approach to the Lincoln County Board of Education. It was not a successful approach.

Do you personally, as Minister of Education, see as a possibility in the future their obtaining funding if they are prepared to comply with the rules and regulations, etc., of a local board of education? Do you see affiliation with a local board of education under its jurisdiction?

Hon. Miss Stephenson: It would depend on your definition of affiliation. If any school made the decision that it would come entirely within the jurisdiction of a local board of education for all purposes, including arrangements regarding curriculum and teachers and organizational pattern and responsibility relationships, then it

would become a part of the local board's area of jurisdiction.

If it did not practise discriminatory admission policies and the board could accept it on the basis that they be totally under their control, then it ceases to be the kind of school you are suggesting should be funded as an alternative school.

As you are aware, there are a large number of alternative forms of education within the jurisdiction of a number of boards. Those boards are providing educational programs in nontraditional ways, and some of them are very effective. That kind of alternative is open to any board if it wishes to pursue it.

Mr. Bradley: I recognize this kind of alternative is different. I was just thinking, if our school boards are flexible enough, if our school system is flexible enough and if those who are making application want to be flexible enough, that is one way to obtain funding. I recognize there is a big compromise to be made.

Hon. Miss Stephenson: Yes, they would have to comply totally with the Education Act and with all of the regulations thereunder at this point because we have authority to transfer funds only to boards of education.

Mr. Bradley: So that does not appear to be an optimistic route to follow.

Hon. Miss Stephenson: It might be a very fruitful route for Lyle McBurney's group to look at, if they wish to consider such a compromise.

Mr. Grande: Strangely enough, the member for Chatham-Kent (Mr. Watson) went to the area I wanted to deal with at the same time.

Mr. Chairman: Mental telepathy, I think they call it.

Mr. Grande: More than likely. I would like to ask the minister certain questions with regard to the visa schools. I think the minister knows about them. We have had discussions about these schools before. In terms of the inspection reports the Ministry of Education makes on the visa schools and the private school sector which, by the way, give grade 12 and 13 diplomas, under the Education Act, would it be possible to table some of those inspection reports?

Hon. Miss Stephenson: I guess the area of concern would have to be that they are private facilities. I do not know if we have the authority to release that. I do not believe we do, but I will explore the possibility of releasing the report of the inspection to other than the school for which the inspection was made.

Mr. Grande: You do have the authority to make an inspection and it has to deal with curriculum and all other matters that relate to the students receiving a proper education according to ministry guidelines for the grade 12 or 13 qualifications or diplomas. It would seem to me those inspections are the property of the Ministry of Education. I do not understand why they cannot be released.

Hon. Miss Stephenson: They can be released by the school. There is no doubt about that because they are their property.

Mr. Grande: Let me get it straight. You inspect a school so the school has the benefit of the inspection and not so those particular schools giving grade 12 and grade 13 diplomas to students in Ontario will be accountable to the public at large?

Hon. Miss Stephenson: The inspection is to ensure compliance with the curriculum and with all of the regulations under the Education Act in terms of the provision of program. It is to ensure they are capable of providing what is necessary for the achievement of the secondary school graduation diploma and the honour graduation diploma.

2:50 p.m.

Mr. Grande: May I ask the accountability question? Who then is accountable to the public at large? In the Education Act the Ministry of Education has the authority to inspect and make sure of that. Therefore, should not the public at large have that information if it is concerned about it?

Hon. Miss Stephenson: The detailed reports, to this point, have been considered to be confidential between the ministry and the school inspected. However, we are in the process of developing a new reporting form which I shall be pleased to seriously consider tabling when it is in use. That will be in the next school year, 1982-83. I can give you the dates of the inspections that have been carried out on the schools right now.

Mr. Grande: That is fine. I have no doubt your ministry is carrying out the terms and conditions of the Education Act. At least, you tell me that it happens.

Hon. Miss Stephenson: It has.

Mr. Grande: Under the Education Act you should be doing that or your ministry should be doing that.

Let me ask you another question related to the visa schools that results from an article in

the Globe and Mail on March 4, 1982. It was about Mr. Rist who, I understand before his early retirement, was a member of your ministry and was involved in the inspections of private or visa schools.

It is my understanding that both the visa school and the Ministry of Education paid a certain amount to Mr. Rist to go abroad to polish the image of the visa school in Ontario. Do you or do you not see that as a conflict of interest?

Hon. Miss Stephenson: It is my understanding it occurred after he had retired and he was paid entirely by the private sector.

Mr. Grande: That is not what the quotes are.

Hon. Miss Stephenson: What the Globe and Mail said?

Mr. Grande: No. They are quotes.

Hon. Miss Stephenson: That is just another example.

Mr. Grande: There are quotes from William Lum, executive director of International College of Ontario, and also from a member of your ministry, Robert Hunter, who said, "We asked him to talk to some people and report back to us on how they see the situation concerning Ontario private schools. We asked him to report to us." Therefore, Mr. Rist was not acting only on the behalf of this particular visa school, he was acting on the behalf of the Ministry of Education.

Hon. Miss Stephenson: I have just been informed of precisely the amount of money paid to Mr. Rist. It was \$250 for one day of activity while he was on a trip, which had been paid for by the private sector, to provide us with some information upon his return. Is that a conflict of interest?

Mr. Grande: I am just asking you.

Hon. Miss Stephenson: I do not perceive it as such.

Mr. Grande: It does not have to be a person involved in inspections of that particular sector within the ministry. Someone is going abroad to do some work for a business, as the visa schools like to refer to themselves as, to polish the image of the visa school abroad from where, I would gather, visa schools in this area get a large number of their students.

The Ministry of Education paid—I do not care whether it is \$250 or \$500 or \$10,000—Mr. Rist to provide a report for the Ministry of Education. Is it or is it not a conflict of interest?

To my way of looking at it, it is definitely a conflict of interest.

Hon. Miss Stephenson: The only responsibility with which Mr. Rist was charged by the ministry was to try to clarify our policy with the federal authorities who are responsible for the admission of the students for visa school purposes. We wanted to be sure we were not doing something that was wrong or that was in conflict with federal authorities' responsibility.

It is certainly my understanding that Mr. Rist's job was not to polish the image of the visa schools abroad. Mr. Rist is a man of very high integrity who, I can tell you, would not in any way do anything that could be construed to be nefarious or devious or anything else.

Mr. Grande: Now that I am on the topic, although I do not want to diverge from it, as an aside, perhaps when you prepare the estimates for the Ministry of Education next year, it would be good for us and for the members of this committee to have exactly, point by point, the kinds of things the ministry was involved in during that particular year. Then we would have a way of questioning other than bringing to you reports from the Globe and Mail or the Toronto Star or from other places. Perhaps you can take a look some time at the estimates of the Ministry of Community and Social Services, which does have very detailed information in terms of that which the ministry involved itself in the previous year.

As far as I am concerned, when I look at the main office, all I see is exactly the same things I saw last year or the year before or the year before that. There is nothing new there. It seems to me that it would be a perfect way—

Hon. Miss Stephenson: There is a great deal new under Ontario Education Services Corp. and you did not ask anything about it.

Mr. Grande: We are concerned obviously with the main office.

Hon. Miss Stephenson: That is in the main office.

Mr. Grande: We are concerned right now with item 6 of the main office. Under the topic, analysis and planning, I do not see anything new within those two particular pages that I have not seen last year under that section. I am sure you are not trying to tell me that under analysis and planning there has been no analysis and no planning in the Ministry of Education. You would argue that there has been tremendous amount of planning.

Hon. Miss Stephenson: You were not listening to my opening statement obviously.

Mr. Grande: What I am saying is that it is not in the estimates. Perhaps a lot of points may be clarified by your ministry producing what I consider and what I call proper estimate material.

Hon. Miss Stephenson: Thank you, Mr. Grande.

Mr. Grande: You are welcome any time. The other part is simply another question. Is my understanding clear or is it not—and more than likely your response is that it is not clear—that in terms of support for alternative and independent schools you remain as strong as in previous years, even though you are couching it at this particular time as under review? Everything is under review; every five years every bit of law and every regulation comes under review. Is it a fact that the Premier (Mr. Davis) is certainly pushing towards support of alternative and independent schools?

Hon. Miss Stephenson: Not to my knowledge, but I am sure he would discuss it with me.

Mr. Grande: I am sure he would discuss it with you prior to that. I do not have any information in terms of commitments that he has made, but certainly my understanding from talking to some people—not a lot of people, people I have access to—seems to be that the Premier is very sympathetic to providing funding to the alternative and independent schools.

Hon. Miss Stephenson: Sympathy is one thing; funding is another.

3 p.m.

Mr. Grande: I just want to underline that. In terms of all the research and information that comes from that great nation south of the border where the public educational system is under attack by the private schooling sector, I, for one, would not like to see that happen in Ontario.

One of the articles one reads, namely, *Public Schools under Fire*, says: "Public education always has had its critics. The recent round of vicious attacks, however, has taken school people by surprise. Reason: The goal now seems to be the complete destruction of a system that has been the envy of the world for two centuries."

That article may be alarmist. I thought I was clear last year, and I am expressing it another time, that with public education—God knows, we need to improve it—even with its faults, we

certainly do not need forces to make it crumble. I am in the business of improving public education in this province. Therefore, I would suggest to you, and I am sure you have, you should take a look at the material in the United States—

Hon. Miss Stephenson: I have read it all.

Mr. Grande:—and before you make an announcement or before you bring forward a bill in the interest of the independent school system, you should take that into consideration.

Hon. Miss Stephenson: You need not fear.

Mr. Grande: It is not a fear. In the United States it is becoming very much a reality and not a fear. I have attempted to put to you during these estimates that by underfunding the public education system you are undermining it. You are providing ammunition, if you like, for other forces within the society.

Hon. Miss Stephenson: I had an interesting experience at the World Bank in comparing the cost of education in this province with that of all the states in the United States. The difference is phenomenal in terms of what the taxpayers of this province provide. That is underfunding?

Mr. Grande: You are attempting in this province to get school boards to get rid of teachers and their schools. You are increasing the class size; the trend is clear province-wide that class sizes are increasing. You are forcing—

Hon. Miss Stephenson: That is not our information.

Mr. Grande: Maybe some time we could take a look at the figures.

Hon. Miss Stephenson: That is exactly what we do. Your statement is not supported by them.

Mr. Grande: You are not encouraging those people who have faith in a public educational system to deliver those services and to deliver a good sound education to their kids, and in desperation those people flee the public educational system.

Hon. Miss Stephenson: That is not the reason.

Mr. Grande: That trend is becoming very clear.

Mr. Chairman: I would appreciate, for the sake of not misinforming or disinforming the members of this committee, that perhaps you could cite some statistics to the effect of increasing class sizes.

Mr. Grande: I do not have the statistics in front of me, but just look at the information in the Commission on Declining School Enrol-

ment report and you will find—and I guess I could be proven wrong; I think you have enough people to prove me wrong—that the percentage of classes that have more than 30 or 35 kids in the classroom, it seems to me, is increasing across this province.

Mr. Chairman: Perhaps the minister would have some figures to provide to this committee either to dispel this or to support that particular allegation?

Hon. Miss Stephenson: I would just point out to Mr. Grande that in the 1980 Education Statistics report from 1971 to 1980 the decline at the elementary level of teacher-pupil ratio has been from 23.4 to 20.8.

Mr. Grande: That does not tell me anything. When you talk about teacher-pupil ratio, you are clearly not talking about class size and you know that.

Hon. Miss Stephenson: We have no other measure at this point, Mr. Grande, and neither do you.

Mr. Grande: All right, so do not talk about teacher-pupil ratio.

Mr. Chairman: Could we get the statistics first on the pupil-teacher ratio for the benefit of the committee?

Hon. Miss Stephenson: At the secondary school level in 1971 it was 16.5; in 1973, 17; in 1975, 17.1; and in 1980, 16.6. It would not appear that there has been a major decline in the number of teachers related to the number of students. In fact, we know very well the rate of decline in the number of teachers as compared with the decline in the number of students. In 1970, for example, in the secondary schools there were 556,913 students and 33,693 teachers; in 1980, 586,261 students and 33,840 teachers. At the elementary level in 1970, 1,465,488 students and 59,307 teachers; in 1980, 1,240,000, a decline of more than 220,000 students, and 52,653 teachers.

Mr. Chairman: What other method did you have in mind, Mr. Grande?

Hon. Miss Stephenson: The figures for 1981 are 20.5 at the elementary level and 16.4 at the secondary.

Mr. Chairman: Getting back, just to make sure, what other method did you have in mind besides the pupil-teacher ratio in measuring increasing or decreasing class size?

Mr. Grande: The method is by talking about class size which, as far as I am concerned and as far as a great number of educators are con-

cerned, tells the tale more clearly in terms of the number of kids in the classroom whether the class size has increased or not. The pupil-teacher ratio, Mr. Chairman, for your benefit, and I am sure you know, takes into account people who are consultants, guidance counselors, vice-principals and principals, who are not related to the classroom instruction. They are support services but not classroom instruction. When the minister talks about the pupil-teacher ratios, it includes all of those people as being teachers when, in effect, they are not.

Hon. Miss Stephenson: Is Mr. Grande then suggesting there has been an inordinate increase in the number of vice-principals, heads of departments and consultants in the system?

Mr. Grande: Maybe it is beneficial to the ministry to collect figures on a pupil-teacher ratio, but I am suggesting that it might be more beneficial in terms of telling the tale much more clearly if you began to collate figures in terms of class sizes.

Mr. Robinson: I have a supplementary question for the minister. In the last set of figures you gave out relating to 1970 and 1980 in the elementary school system, the figure for 1970 was roughly 1,465,000 students and 59,000 teachers?

Hon. Miss Stephenson: Right.

Mr. Robinson: Just to make sure I am clear, did you say those were 59,000 members of the teaching staff as opposed to anybody else?

Hon. Miss Stephenson: Full-time teachers.

Mr. Robinson: Would that include principals and vice-principals?

Hon. Miss Stephenson: Vice-principals and heads of departments.

Mr. Robinson: We do not have the benefit of a calculator and my seventh-position math is not that good in a hurry. In the corresponding figures for 1980, do I understand what you are saying is that the ratio between those two sets of pure numbers is more favourable in 1980 than it was in 1970?

Hon. Miss Stephenson: Yes.

Mr. Robinson: Can you give me the benefit of those percentages?

Hon. Miss Stephenson: Yes. Let me give you—

Mr. Robinson: As you are doing that, and I appreciate you are doing some calculation there

this minute, is there any other factor that would be figured in when you talk about class size?

3:10 p.m.

Hon. Miss Stephenson: The only other factor would be an increase in those in the roles of vice-principals, heads of departments and educational staff who might be employed for those students. That is the question I am asking. I would ask Mr. Grande if he thought there had been an inordinate increase in that group which would account for his statement that class size is increasing while the pupil-teacher ratio is declining.

Mr. Robinson: I cannot speak for what Mr. Grande's approach may be, but I can ask you whether or not during the past 10 years there has been an active policy of the ministry that would encourage the establishment of more of these nonteaching positions.

Hon. Miss Stephenson: To my knowledge, there has not.

Mr. Bradley: Do you also consider in there that more and more boards are providing more and more of an extensive service in special education, which means there is a very small number of people in special education classes ordinarily? You have remedial classes now more extensively set up than you did in the past. When you talk about the so-called regular classroom, those figures may not be diminishing, but you are providing some specific services to specific students.

Hon. Miss Stephenson: Additional educational programs for children.

Mr. Bradley: Yes, but if you talk about straight classroom size, I doubt if the figures would be as favourable as you are informing the committee they are today.

Hon. Miss Stephenson: Do you know?

Mr. Bradley: No, I do not know and I do not think anybody knows, but I think it is a safe assumption.

Hon. Miss Stephenson: To my knowledge, in that decade there has been no increase in the number of principals or vice-principals.

Mr. Robinson: Could I have the benefit of the answer to the two equations? The ratios based on those two equations?

Hon. Miss Stephenson: Yes, but I do not have the figure. I was reading 1970 and I should have been reading 1971 because that is the one I have, which is for elementary. This is the wrong one. For elementary in 1971, there were 1,456,840 students and 58,329 teachers for a pupil-teacher

ratio of 23.4—I am sorry, a ratio of 25.0. If you include the part-time teachers, which increases the number to 62,166, it is 23.4.

In 1980, with 1,240,274 students, there were 52,653 teachers with a pupil-teacher ratio of 23.6. When you add the part-time teachers, that number becomes 59,547 teachers with a pupil-teacher ratio of 20.8.

Mr. Robinson: What you are saying, based on those figures, is that if you can make the pure equation, which is difficult because of the varying categories involved with full-time individuals, then at least on the surface it has remained static over the years. Yet when you add in the part-time figures, and I venture to say some of the special education projects may well be enhanced by the use of part-time people, you end up with a more favourable ratio in 1980 than you did in 1971. Is that correct?

Hon. Miss Stephenson: Yes.

Mr. Chairman: I wonder if we could have copies of that particular statistic. You are quoting this from what?

Hon. Miss Stephenson: Education Statistics, 1980. This publication is made freely available to everyone.

Mr. Grande: Mr. Chairman, I had not been meaning to go into the numbers. As I said, I do not have the calculation, but certainly it is felt that class sizes are increasing in the province of Ontario.

Mr. Chairman: What is important? There was no intention on my part to dispute feelings versus facts, but I think it is important to establish facts at this committee. That is the reason I asked the minister to provide us with some statistics.

Mr. Grande: Mr. Chairman, I am not condemning you for doing that. I am just saying I did not want to throw the committee off in a statistical exercise. The reason I mentioned that is that in any study I have seen in regard to alternative and independent schools and to private schooling, when parents who have children in the private and independent schools are asked why they want their children in those schools, the preponderance of responses—a high percentage of responses—are that in those schools there are smaller class sizes and the children get a better education.

Hon. Miss Stephenson: No.

Mr. Grande: Do not quarrel with me. If they like to—

Hon. Miss Stephenson: Those studies I have seen would demonstrate that is about fourth or fifth down the list. The very first one is the question of discipline, attitude and development of a sense of responsibility. That is the primary concern, apparently, of those people who chose to send their children to alternative or private schools.

The second one is a desire to have the schooling carried out in the religious ambience which is the personal choice of the parent. As I said, about fourth or fifth down the list is the class size. In many instances, the class sizes in some of the private schools, particularly in the United States, are much larger than they are in the public system at this point.

Mr. Grande: What I am talking about is a perception. The minister may say that facts demonstrate what she wants to demonstrate. But the fact is that the perception, when you talk to parents about why they are sending their children to private schools, is that they say the class size makes a difference to the delivery of educational services. The reason I mentioned that is I want the minister to understand that her remarks in the past about it not making a difference to the delivery of educational services whether there are 15 or 50 kids in a classroom is just a bunch of hogwash.

Hon. Miss Stephenson: You are misquoting me again and I wish you would do it accurately if you decide to do it.

Mr. Chairman: Mr. Grande, we are dealing with estimates and I think we are dealing with facts.

Mr. Grande: Of course.

Mr. Chairman: Any statements that allege an increase in class size may be based on feelings and we are concerned with the facts. The interpretation we use is the pupil-teacher ratio, which is normally the method used to calculate. Apparently the undisputed result of looking at these statistics is that there is a decrease. No one is disputing feelings. Obviously the quality of education is improving with decreased numbers and that decrease is apparently shown. I have no other way of determining what other method would be used to determine that particular fact of class size.

Mr. Grande: Mr. Chairman, if my feelings and my understanding are wrong in terms of the facts the ministry brings forth, that is fine. I am really not that concerned. What I am here to do is to try to project, as best I can, the feelings of people in the community. After all, this is the

political process. It is not a statistical process, I would remind you.

Hon. Miss Stephenson: If I may, I do not think Mr. Grande has any monopoly on reflection of the feelings of people within the community.

Mr. Chairman: No one does.

Mr. Grande: I never said I do.

3:20 p.m.

Mr. Chairman: I would like to remind the members of the committee that at exactly 3:58 we will exhaust the allocated time for these estimates. We have approximately 35 minutes or so. As I indicated at the very beginning of our deliberations today, we have with us Dr. Downie from the Education Relations Commission and others. There are a number of topics further on in this vote and other votes and other items. Do you want to continue to discuss policy on this item or could we proceed a little faster? It is up to you. You determine this.

Mr. Bradley: Bring on the ERC.

Item 6 agreed to.

Items 7 to 9, inclusive, agreed to.

Vote 3201 agreed to.

Vote 3202, item 1, agreed to.

Mr. Chairman: Shall item 2 carry?

Mr. Grande: On a point of order, Mr. Chairman: Could we go through that process at the end? Can we use the time with the ERC? I think it is understandable that the items will carry when the time expires. We cannot do anything about it. I wish we could; otherwise we would not carry them.

Mr. Chairman: It makes it much easier when we have carried all these votes to sit back, relax and to give you the flexibility of questioning the chairman of the ERC. It is up to the committee members. If you want, you can now go to vote 3203, item 1, and then give me at least adequate time, five minutes before the time allocation expires, before I expire.

Mr. Robinson: I would recommend, if it is the wish of Mr. Grande and the other critic, that we proceed with the ERC now and at 3:50 p.m. revert to the votes.

Mr. Chairman: If that is agreed to, then at approximately 3:55 p.m., give or take five minutes, we will start carrying these votes. I would prefer this a little earlier.

Mr. Bradley: That is fair.

On vote 3203, services to education program; item 1, Education Relations Commission:

Mr. Chairman: We have carried just the first item of the second vote and we are now asking the chairman of the Education Relations Commission, Dr. Downie, to please take a seat before this committee.

Hon. Miss Stephenson: And Mr. Field.

Mr. Chairman: And Mr. Field, whose title is?

Hon. Miss Stephenson: He is the executive officer of the ERC.

Mr. Chairman: I am opening up a list of questioners to begin with Mr. Bradley.

Mr. Bradley: I will just move this over.

Hon. Miss Stephenson: We see all of the Bradley impedimenta.

Mr. Bradley: All the dynamite I had for the hour and a half we cut off.

Mr. Chairman: Blame Tony Grande for that.

Mr. Bradley: My first question to these gentlemen deals with the workings of the commission at the present time, Mr. Chairman. Rule me out of order if you feel the question is one the minister should answer.

In light of your experience in the past year, for which we have had a report, and in this immediate past year, in light of the experience you have had in looking at the teacher negotiation process, can you tell us whether you feel there are any specific areas which require legislative changes? It is my understanding that in the view of many in the province, despite some problems we have had in very specific areas, which obviously increase pressure on individual members of the Legislature, problems had been somewhat fewer than many might have anticipated. Is that a fair question to ask?

Mr. Chairman: No. I think it is not a fair question, Mr. Bradley. I think you are placing both the chairman and the executive officer in a very awkward position to decide or to comment on policy. I do not want to speak on their behalf, but I think it would be more logical and reasonable if you would put this question to the minister.

Mr. Bradley: Perhaps I can ask these gentlemen whether they see any areas of difficulty that have arisen in the past couple of years. I will not ask you to say whether you feel there is a need for legislation or not.

Dr. Downie: I think our position as a commission has always been that we are an administrative body, not a policy-making body. When the Matthews commission was looking into the workings of Bill 100, the commission, as a

group, felt that in terms of a position it should really not touch to any great extent on areas of difficulty or what was working and so on.

If you have read our brief to the Matthews commission, it was a very bland brief with one exception. We did recommend that there be panel bargaining, that is, that all branch affiliates bargain together. The reason we did that, at that time, was our staff felt, and our staff still feels, that if there is individual bargaining on the part of the branch affiliates, their work load would go up very dramatically. For that reason, we made a recommendation in our brief to the Matthews commission on that matter. Other than that, we have really tried to stay away, to the extent possible, from matters of policy and we still very much feel that way.

It is very clear to us that Bill 100 is working well. The data for this more current round seems to be very good as well. I think we really covered your question in our report. When we reported that the record was very good, we were not suggesting that improvements could not be made or should not be made, nor were we recommending the opposite. We simply feel that as a commission we should stay away from those types of issues.

Mr. Chairman: I just want to remind the members that we will, after the estimates, stay for a few minutes hopefully to decide on the discussion and deliberations on the ERC report, whenever you decide we should meet and how we should proceed. I just want you to be reminded that there has been a decision for this committee to invite the chairman and the executive officer and others for further questioning on the report which has been referred to.

Mr. Bradley: Thank you for reminding us of that, Mr. Chairman.

May we assume that the commission either volunteered to the minister or was asked by the minister for views on Bill 127 which is presently being introduced into the Legislature on Metro-wide bargaining? Was the commission consulted on that?

Dr. Downie: No. I have never talked to the minister about that matter at all.

Mr. Bradley: So this is something, Madam Minister, that has arisen within your ministry as opposed to coming from recommendations you have received from the Education Relations Commission?

Hon. Miss Stephenson: Yes. That is a policy matter.

Mr. Sweeney: Excuse me. I appreciate the policy content of it, but somewhere along the way the minister and her officials would surely appreciate that there were ramifications that at some point would roll over to the commission's activities. Therefore, it would not seem to be out of line that you would discuss it with them, saying, "We are thinking of doing these kinds of things. How do you see them in terms of your operation? You are going to end up with them at the end of the line." I do not mean to make policy, but simply to prevent something from going haywire a year and a half from now. Would that not be normal?

Hon. Miss Stephenson: I most certainly have not discussed it with the chairman of the commission.

Dr. Downie: I would add a footnote. We certainly have discussed amendments to Bill 100 with a committee that is within the ministry, as other groups have as well, I believe, but we have never discussed Bill 127 with that group either.

Mr. Sweeney: The only reason I think it is important to pursue my colleague's question is that this does make a fairly significant change in the decision by individual boards and individual groups of teachers as to how they are going to negotiate. Somewhere along the line, it is going to end up in the commission's lap.

3:30 p.m.

Hon. Miss Stephenson: Certainly the implications of the idea proposed by the commission that there should be joint bargaining by panel has been discussed within the committee. I said very clearly that I have not discussed this with the chairman of the commission, specifically Bill 127. We have talked about other matters that relate directly to it and I am aware that the committee looking at amendments to the School Boards and Teachers Collective Negotiations Act has certainly discussed all of the recommendations that have been made, including those that have been made by groups other than the commission.

Mr. Bradley: So it is unfair, Mr. Chairman, to ask the commission about Bill 127 in terms of whether they feel through their experience that the implementation of Bill 127 would have an adverse or a positive effect on teacher-board negotiations? That would not be a proper question, you are suggesting.

Mr. Chairman: I remind the honourable member that related to the comments which were expressed to you by the representatives of the ERC they had made one particular recom-

mendation to the Matthews commission, namely, recommending panel bargaining, as I understand it, so if you want to ask any questions relating to that particular recommendation, I am sure you can.

I stress, once again, the commission has said that it has tried to stay away from matters of policy. Therefore, do not pursue in your questioning any comments on policy that may infer possible policy changes or their reaction to any impending policy changes. I feel it is a delicate area that both representatives would feel uncomfortable in commenting on. They have indicated this quite clearly in their answers to you.

Mr. Bradley: I detect the fifth amendment coming up on that one, so I will switch to another question on the strike that took place in Leeds. As I recall, the Education Relations Commission came to the conclusion in the Leeds strike, which was taking place near the end of the school year, that there was no jeopardy and yet the commission recommended that the Legislature order the teachers back to work and things along that line. That was a little bit of a different situation. I realize you felt maybe that it was going to go into a second year. But if there was no jeopardy, why would you recommend the teachers be ordered back? I thought the only time you did that was when there was jeopardy.

Dr. Downie: Our feeling at that time was that there was insufficient evidence with respect to the matter of jeopardy, that we really had not had the opportunity to accurately assess the question of that particular issue and there were other concerns we had with respect to the directions of those negotiations. I can get into that if you want me to, although I think the information we are talking about should be considered confidential information that comes to us.

We were very concerned about the inactivity in that particular set of negotiations, and that is fundamentally what made that situation different from other situations we faced. It was in that particular set of circumstances, absolutely knowing that the strike would not be settled—we were absolutely convinced that it would not from the information we had—nor was there any intention to, that we took the action we did.

Mr. Bradley: May I assume from that if you are faced with similar circumstances—I am speaking generally here. I do not want to put you on the spot, but I will give you an example of what has happened. I understand the teachers in

Simcoe will not have a strike because they themselves felt there would be a problem with the end of the school year and how important it is to the students.

Let us say if somewhere in Ontario negotiations broke down in late May and it appeared the strike was going to go on and begin in the fall again, would you tend to apply the same principles to that, or was the real determining factor the lack of any sign of progress in negotiations? In other words, are you, generally speaking, saying you will not permit or not like to see a strike go on over two school years?

Dr. Downie: We have consistently said—when I say we, I mean the commission—since our conception that every situation must be treated differently because there are no situations that are exactly the same. You cannot say, given a particular set of facts, you are going to take some particular action because things are never identical. We have consistently taken the position, and take the position now, that each situation has to be treated on its merits.

Mr. Bradley: In your experience, and I want the chairman to listen to this so he can cut it off if he does not like it—

Mr. Chairman: I am listening.

Mr. Bradley:—would you say that the bargaining process is improved or adversely affected when the key point at which there is intervention by the Legislature would be irreconcilable differences as opposed to jeopardy? Is that a fair or unfair question?

Mr. Chairman: You are making it difficult. I would have to think for about that for five minutes.

Mr. Sweeney: The chairman is not even sure what you asked.

Mr. Chairman: I compliment you on your question.

Dr. Downie: It makes no difference to me. I have always felt that the key thing with respect to Bill 100 is how it is administered. That comes from my own ego and where I come from, that is, sitting on this side of the table. The key aspect is how that particular aspect of Bill 100 is administered.

Your question is like a question to an economist, what will the interest rate be tomorrow or six months from now? That is very hard to say. No economist wants to stick his neck out that way, and I do not think I would on that question.

Mr. Bradley: I see. When does jeopardy occur?

Dr. Downie: I would not want to answer that one either.

Mr. Bradley: Generally?

Dr. Downie: We have tried to be very clear on that one. We never want to indicate specifically when we think jeopardy will occur. We think that will damage negotiations. Again, every situation varies; it would depend upon whether we were talking about an elementary school system versus a secondary school system, whether semestered or not semestered, and so on. Each situation is different. You cannot answer that, I do not think, and you would be irresponsible to answer that. That is specifically the position we have taken.

Mr. Bradley: I wanted to be fair, because we are limited in time, to make sure Mr. Grande has an opportunity to ask some questions. I did have some others.

Mr. Chairman: Do not tempt me to rule you out of order; this last question was very close to being ruled out of order.

Mr. Bradley: You are doing a better job than the line for the Argos, so I will let Mr. Grande go ahead.

Mr. Grande: I would like to thank Mr. Downie and Mr. Field for being here. I have some questions in which I hope I do not get involved in the area of policy which I clearly understand is this side's responsibility, not yours.

Mr. Chairman: Try hard, Tony.

Mr. Grande: As I said, I hope I will not and I am sure the chairman will direct me otherwise. I read your 1980-81 report and you state in there that negotiations between teachers and boards have never been better than at the present time since the beginning of 1975 with the institution of Bill 100. Is that correct?

Dr. Downie: Better in terms that we have defined, in terms of length of negotiations and so on. In terms of outcomes and that sort of thing, people could quibble with that, but in terms of dimensions that we specify that is correct.

Mr. Grande: In terms of the nine points that you draft on page 2?

Mr. Downie: Right.

Mr. Grande: Within your experience in your area of jurisdiction, has anything happened in the last three to four years that would lead you to believe the situation will change drastically?

3:40 p.m.

Dr. Downie: I certainly would not make a prediction. The only thing I would say is that there will be ups and downs. The numbers can deteriorate as well and probably will. Why they do is something else again. Collective bargaining tends to go through cycles, and it would be foolish to say that in some sense we have brought in the millenium in teacher-board bargaining. I do not think we are saying that at all. The numbers could change dramatically, for example, in this round. I think we are facing a very difficult set of negotiations this round, from all the information we have. The settlement rate at this point seems to be lower than the previous year, so the numbers could deteriorate. I am convinced that we will go through cycles.

Mr. Grande: Is it true or not that prior to Bill 100, the School Boards and Teachers Collective Negotiations Act, that the reason for the existence of that bill coming into the Legislature and being passed was to create some stability in the negotiations between boards and teachers?

Dr. Downie: Yes, I think that was one of the main motivators.

Mr. Grande: Are you saying then, to the best of the information you have available up to this particular time, Bill 100 has been successful in achieving some sense of stability within those negotiations?

Dr. Downie: Yes, I think I would say that. I said that in front of the Matthews commission too.

Hon. Miss Stephenson: If I may intervene for a moment, it is my understanding that the introduction of Bill 100 was to provide a legislative framework within which teacher-board negotiations could occur appropriately. If that has the result of providing for some stability, which I am sure it should, then obviously that should be the result.

Mr. Grande: The minister wants to ask questions and that is fine. She should also be asking questions. When the minister commissioned the Matthews commission to do the study that the commission did, the minister quoted figures saying that prior to 1975 we had all these strikes and after 1975 we did not have these strikes, so therefore it would seem to me that some kind of stability, or at least a trend towards stability, is occurring.

Let me ask you another question. I am sure you are aware of the Matthews commission report. At any time within that report, does it

call for mandatory joint bargaining in Metropolitan Toronto?

Dr. Downie: Not to my knowledge.

Mr. Grande: I am sure you are aware of Bill 127, but I am not going to ask you any policy questions regarding Bill 127.

Mr. Chairman: Do not ask any questions.

Mr. Grande: These are the people who are going to be dealing with the collective bargaining process.

Mr. Chairman: We do not have that bill before us as you know. This is not a meeting to process Bill 127 before the committee. It has not gone through second reading yet.

Mr. Grande: Let me not ask about Bill 127 then but ask, within your experience, when a group of employees is denied the right to bargain with its employer, do you think that lends stability or instability in negotiations?

Dr. Downie: You would have to give me an example.

Mr. Grande: I was trying not to refer to the bill so that is why I was very general.

Dr. Downie: Deny the right to bargain with the employer? I would have to have a for instance on that. Do you mean they cannot unionize or bargain?

Mr. Grande: No, I mean negotiate. They can unionize but not negotiate directly with the employer. Is it, in your knowledge of labour law, preferable for employees to be sitting across the table from their employer bargaining, or is it preferable for another body to be doing the bargaining with the employer?

Dr. Downie: Are you talking about a large body of employees or a representative?

Mr. Grande: A representative group of the employees.

Dr. Downie: It would be important that a representative certainly be bargaining with a corresponding person on the other side of the table.

Mr. Grande: If that were not to be the case, that the employees would have to bargain with someone who is not the employer, would that lead to stability or instability?

Dr. Downie: It is very difficult to answer that question because there are instances that we have in Ontario education where boards, for example, have hired labour lawyers and others to do the negotiating. In some instances that is a positive thing in terms of stability and reaching agreements. On some occasions it is not; it is a

negative factor. It is very difficult to give you a yes or a no with respect to that. I think the answer, unfortunately, is it depends.

Mr. Grande: Has anything occurred within your experience within Metropolitan Toronto in the last four or five years since 1975 to lead you to believe that changes in Bill 100 are necessary? Obviously we are talking about negotiations. Has anything occurred that would lead you to believe that something has to be done to bring about stability?

Dr. Downie: I think, again, I would prefer to stay away from that question. I think that puts the Education Relations Commission in a very difficult position to answer that question.

Mr. Chairman: You are getting hot, Tony.

Mr. Grande: Mr. Downie, I appreciate that because you know that Bill 127 is before the Legislature. I do not know whether you can divorce it or not, but the question I am asking is of general significance. In other words, has the collective agreement—and forget about Bill 127—up to the present time between the teachers, the affiliates in Metropolitan Toronto, with their respective boards degenerated to any particular level that it requires interference with that process?

Dr. Downie: I think it would depend totally on your perspective, where you sit.

Mr. Chairman: Mr. Grande, we know what you are getting after and I think there is some concern in commenting on policy changes and policies. I would recommend to you that there are areas of negotiation agreements, training of mediators, statistical information, supply distribution and professional activities, where I am sure there are a lot of questions you may ask representatives without keeping your questions along the line that is very close to policy and comments on policy, which makes it very difficult for the representatives to answer.

Dr. Downie: If I could say something here, I think my concern, Mr. Grande, and I think you are as concerned as I am, is with the neutrality and objectivity of the ERC. We are very sensitive to that and we are constantly in the middle, and being in the middle often means we could make enemies and that would not be good for the process. If I answered your question, I suspect the ERC would come away having said things that almost all of the parties dislike, although they may be honest, and it would do no good for the ERC or Bill 100. I just do not want to be drawn into that if I do not have to be.

3:50 p.m.

Mr. Chairman: Mr. Grande, I just want to point out once again that we will have Bill 127 in committee in the future after it goes through second reading and is referred to a committee. We will also be having the opportunity of meeting with the ERC to discuss its report. It is now 3:53 p.m., which gives me a few more minutes to go through all the items in the votes. The minister also wants to say something for a few seconds.

Mr. Grande: Mr. Chairman, I have one more question of the ERC.

Mr. Chairman: We will be back. Apparently this is related to the questioning.

Hon. Miss Stephenson: I would just point out to Mr. Grande, or at least remind him, that on page 52, although it is not a recommendation specifically of the Matthews commission, there is this statement: "In our view, Metro-wide negotiations are desirable if provisions can be made for special problems within the scope of negotiations."

Mr. Grande: It is not in negotiations. May I say to the minister that in recommendation 18 the commission states: "The commission recommends that Bill 100 continue to provide for voluntary joint bargaining" exactly as it is at this particular time.

Hon. Miss Stephenson: It says in 19, which you have conveniently forgotten, "The bill be amended to provide that the Education Relations Commission have the authority to adjudicate disputes pertaining to the appropriateness of bargaining units in joint bargaining."

Mr. Grande: That is right. The Education Relations Commission is understandable.

Hon. Miss Stephenson: I mentioned that one a lot earlier.

Mr. Chairman: You had one more question to the ERC, Mr. Grande?

Mr. Grande: I have one more question which drives at the neutrality of the commission. Do you work, in terms of teachers' negotiations in this province, at arm's length with the Ministry of Education?

Dr. Downie: Absolutely, yes. There is no question.

Mr. Bradley: I have a very quick question of the minister on the appointment of fact-finders. Why is it that so many Tory lawyers end up as fact-finders in this province?

Hon. Miss Stephenson: I am sorry, I do not appoint any of the fact-finders. The fact-finders

are entirely appointed by the ERC and I have nothing to do with that.

Dr. Downie: I would really like to answer that because one of the things we have concentrated on a great deal over the past two and a half years is weeding out fact-finders that we think lack credentials and bringing on the very best. We have not a clue, and I can tell you that very honestly, what their politics are, and we never discuss our appointees with anybody. We make our own decisions with respect to that, and it is something we protect.

Mr. Bradley: It is just coincidental?

Mr. Chairman: Thank you, Mr. Bradley. I would like to thank Dr. Downie and Mr. Field for their answers and co-operation. Madam Minister, we would like to proceed now to the votes. If you have anything to comment, perhaps you could just be patient or be brief.

Vote 3202, items 2 to 13, inclusive, agreed to.

Vote 3202 agreed to.

Vote 3203 agreed to.

Mr. Chairman: Shall these estimates be reported to the House?

Agreed to.

Mr. Chairman: Thank you, Madam Minister, for your co-operation and that of your staff. I thank the members of this committee for the line of excellent questioning, the patience and the spirit of co-operation they certainly have exhibited.

I would like to ask you for some more co-operation, namely, for about five or 10 minutes at maximum to decide on the procedure to be followed. When and how do we proceed with the ERC report that has landed on our laps from the decision of the House? I would simply like to point out that the social development committee is meeting for two weeks at the end of July. It is not meeting in August. It will also be meeting for five straight weeks in September.

Most likely there are two possible bills that will be before this committee. Should the House leaders and whoever makes the decision decide which bills go to which committee, this committee most likely will be dealing with the Ministry of Health report and also the amendment to the Education Act, Bill 127.

Mr. Grande: Which will be in September, by the way, if I understand correctly.

Mr. Chairman: I cannot comment now. I do not know what the minister has decided. Madam

Minister, there is a question whether or not Bill 127 will be going to committee in September.

Hon. Miss Stephenson: That question has not as yet been decided.

Mr. Chairman: That question has not yet been decided, so I really cannot comment.

Mr. Grande: May I have a word here? My understanding is that the determination has been made by the House leaders that the committee hearings will be in September on Bill 127. I just want to let the minister know, since she is here, that unless the committee is in September, Bill 127 will not go through second reading and will not pass second reading, and that is clear.

Mr. Chairman: I am not going to comment on this. If you have some information that it will be going to committee in September, fine. I hate to influence the members of this committee, but I can make some recommendation that you can think about and perhaps decide on it today in the next two minutes or 60 seconds. I would recommend that we decide, or that there be a motion, that the report of the Education Relations Commission be discussed and be referred to this committee some time in September. We can strike a subcommittee that will decide on the length of time we want to sit, but I feel that perhaps that could be the time. I do not know when the House resumes its session.

Mr. Robinson: I do not have any problem with that except I would just remind you, which you drew to our attention a moment ago, that there are five weeks of committees scheduled now, starting in September and carrying over, as I recall the schedule, into the first or second week of October. With September already consumed by known factors, when do you propose in September that we deal with this?

Mr. Chairman: You have five weeks and you have most likely one bill and two reports, namely, a report from the Ministry of Health and a report from the Ministry of Education, or an agency at arm's length, the ERC report. I cannot comment on the length of time the Health report would require. My understanding from discussions with the minister is that he would like to have at least a week. You may look at a week or four days for the ERC report—I do not know—and perhaps two or three weeks for Bill 127.

Mr. Robinson: I understand as well that the time on Mr. Grossman's bill has already been extended at the request of the New Democratic Party. We can make whatever decision we want

today in June, but I want to make sure that when we get to September we have a realistic work load ahead of us that is not going to cheat anybody who has a particular interest one way or the other.

I am a little bit puzzled by Mr. Grande's comment that one thing is being held up against the next, and if this committee will not do it in September, then it will prevent second reading. Yet, hand in hand with that, we have also time taken up by the NDP on other matters. That is not a criticism. I am just trying to find out how we can work it all out.

Mr. Chairman: I do not know whether Mr. Grande wanted to comment on the tactics that may be used to prevent or to advance the timing of any bill.

Mr. Robinson: I am not concerned about the tactics. I am just concerned about the practical application, how many days there are in September.

Mr. Grande: What I have indicated to the minister, and the minister is here, is that unless the commitment is firm that the committee hearings are going to be in September, second reading of Bill 127 will not pass in the Legislature. It is just as clear as I can make it.

Hon. Miss Stephenson: May I make a comment?

4 p.m.

Mr. Grande: Sure, but let me talk about the Education Relations Commission prior to the minister making a comment. My intention for the ERC to come before this committee was to enquire in terms of their experience in the past, since 1975, as it relates to Bill 127.

Mr. Chairman: We know that.

Mr. Grande: Mr. Chairman, the commission has made it clear that it is not going to be commenting on that. Therefore, it seems to me, just for the committee and setting the agenda for the committee, even if we have the ERC here in September, they are not going to be answering questions.

Mr. Chairman: In other words, I am glad you pointed out that this would be an exercise in futility to some extent, if the initial intent of having the ERC report discussed was specifically what you mentioned, Mr. Grande. I believe your party presented a petition through 20 members to have the report discussed by this committee.

Mr. Bradley: The only use is to find out how a person gets appointed as a fact-finder.

Hon. Miss Stephenson: You heard. I have nothing to do with it, absolutely nothing. I do not even know who they are. I am sorry, but that has to be the truth.

Mr. Robinson: He is not influenced by the truth. Just leave him alone.

Mr. Chairman: Can I just point out again that you decide on the timing of these reports? You can decide to go through all the estimates, and there are four more ministries to go through. We can go through all these estimates, and at the end of these estimates, which may be some time in February or March of next year, you can discuss the ERC report. You decide on the timing.

I suggested if there is a joint unanimous decision for September, that is fine, or if you want to leave it until March or February, fine. I have to have some decision to inform the House leaders.

Mr. Bradley: It has lost its priority obviously. It was a legitimate tactic that was used by the opposition, which has very few weapons in its arsenal, to have Bill 127 discussed by one route or another. Since at least we seem to have a commitment that Bill 127 will be before this committee and there will be public hearings—

Hon. Miss Stephenson: It will be before a committee; I do not know if it will be this one.

Mr. Bradley: A committee. There will be public hearings, so perhaps there is not the same pressing need for this in September.

Mr. Chairman: If you want to let this sit now, then we will let it sit.

Hon. Miss Stephenson: Mr. Chairman, if I may simply comment on Mr. Grande's remarks, it is unusual to be held up to blackmail, but I do want the members of the committee to know I have available four days at the beginning of September, and that worries me if you intend to have three weeks of hearings on the bill, as Mr. Grande suggested would be necessary.

Mr. Grande: I did not say that three weeks were necessary. I said that the committee would sit as long as we have people who want to come and provide input. That is the normal course of action, as far as I am concerned.

Hon. Miss Stephenson: That is the committee's decision.

Mr. Grande: That is right.

Hon. Miss Stephenson: That is not the chairman's or individual member's decision.

Mr. Bradley: So I can hear this again, because I keep getting different reports, the minister has

given a commitment that this bill will go to committee. Secondly, you have given a commitment that you will permit or your members will permit public hearings, people to come in to the committee and make their views known. Is that correct?

Hon. Miss Stephenson: That is a decision the committee makes.

Mr. Bradley: Yes, but are we getting that commitment? I do not want to come in to this committee and find out you have the chief government whip at the back of the room saying to everybody, "Bang, we are not going to have any hearings."

Hon. Miss Stephenson: No, we have not said that at all.

Mr. Bradley: So you are giving a commitment that there will be public hearings?

Hon. Miss Stephenson: Yes.

Mr. Bradley: Okay. That is fine.

Hon. Miss Stephenson: But the dates are not settled.

Mr. Chairman: I would like to point out that we do not know whether this committee in fact will be getting that bill.

Mr. Bradley: But we presume we will.

Hon. Miss Stephenson: The commitment, I believe, has been made that it will go to committee, that there will be public hearings, and the extent of those hearings will be the responsibility of the committee to determine. The concern I am simply trying to express to

you is that in September I cannot be present if they go on for longer than four days. That is a fact.

Mr. Grande: In that particular case we will have your parliamentary assistant earn his pay, the person who called the groups and people who might have an interest in Bill 127—what was his expression?

Mr. Bradley: Ponies and dogs.

Hon. Miss Stephenson: That is an unfortunate and, I think, quite irrational misstatement.

Mr. Grande: You are right. He is irrational.

Hon. Miss Stephenson: No, he is not. Your interpretation of the statement is irrational and untrue.

Mr. Chairman: Let us cease that particular discussion, Mr. Grande. My understanding is that you do not want to make any decision on the Education Relations Commission report. You want to leave this and we will make some decision probably at the end of March, in the fulness of time.

Mr. Watson: Do you want to have a motion to table the report?

Mr. Chairman: There is no need. There is no motion of any other nature. Thank you very much. We will be resuming our meetings on Monday with the estimates of the Provincial Secretary for Social Development. This committee meeting is dismissed.

The committee adjourned at 4:05 p.m.

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No. S-12

Legislature of Ontario Debates

Official Report (Hansard)

Standing Committee on Social Development
Estimates, Social Development Policy



Second Session, Thirty-Second Parliament
Monday, June 21, 1982

Speaker: Honourable John M. Turner
Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Monday, June 21, 1982

The committee met at 3:34 p.m. in room 151.

ESTIMATES, SOCIAL DEVELOPMENT POLICY

The Vice-Chairman: The committee will come to order. We have a quorum, I believe, a slim one but a quorum none the less. We are commencing the estimates of the Provincial Secretariat for Social Development. We have with us the provincial secretary, Mrs. Birch, and the deputy secretary, Mrs. McLellan, and members of the staff. We will start these estimates with the minister's opening statement.

Hon. Mrs. Birch: Thank you, Mr. Chairman. I should like to present the 1982-83 estimates of the Provincial Secretariat for Social Development, outlining some of the new directions we have taken in recent months.

Before I launch into my subject, I would like to take the opportunity to commend the member for Brantford (Mr. Gillies), who happens to be the chairman today. He has brought real enthusiasm and dedication to his job as my parliamentary assistant. I would also like to introduce my deputy, Ethel McLellan, whose very strong administrative hand has restructured the secretariat to help us meet the challenges of the future. You will see some of these changes reflected in a new format of the estimates before you. I will discuss these very briefly, while providing you with an overview of our work.

The Provincial Secretariat for Social Development has two primary roles: policy co-ordination, and public participation and information. The secretariat supports the co-ordinating and decision-making responsibilities of the cabinet committee on social development. Also, it co-ordinates issues which overlap the boundaries of different ministries in its field, plus some which cross into other policy fields, such as services for disabled persons.

In the area of public participation, the secretariat is assisted by three advisory councils: senior citizens, the physically handicapped and the Ontario Status of Women Council. These councils, which report to the provincial secretary, are an important vehicle for public input

into policy formulation. As in previous years, the estimates for these councils are separate. The newly formed seniors secretariat, the youth secretariat and rehabilitation services have been grouped together in one item.

Because the experience projects are funded from a central allocation, we have continued to show the experience program as a specific item in the vote. A new line item has been created for the youth employment counselling centres as this is a significant independent program of transfer payments.

During the fiscal year the estimates of the Provincial Secretariat for Social Development have increased from \$4.4 million to \$5.5 million due largely to the establishment of the seniors secretariat. Because co-ordination of social policy is one of my prime responsibilities, I am deeply aware of the constraints on spending affecting the area of social services, particularly during a serious recession. This year the ministries of the social policy field will account for \$13.6 billion in expenditures, while the Health budget alone is more than \$6.5 billion.

As members know, the federal government has already cut \$290 million from established social programs in this province. These reductions climb dramatically each year over the next five years to a total of \$1.9 billion. With this perspective in mind, some of the initiatives of my secretariat, including the seniors secretariat and the youth employment programs, demonstrate the beneficial direction government can take even when restraint is very much the order of the day.

Probably everyone on this committee is aware that the demographic profile of our province's population is rapidly changing. Our population of senior citizens 65 and older, which today accounts for 10 per cent of Ontario's residents, is expected to reach 20 per cent by the year 2021. Needless to say, this trend will have a profound effect on Ontario society. To project and plan for a higher ratio of the elderly in our population, the government appointed a special task force on ageing in July 1980. Let me give you a short summary of its work.

We asked our task force to examine issues

and problems affecting seniors today in order to find out what action might be taken to meet the needs of the elderly tomorrow. The task force reviewed reports presented by special interest groups, such as the Ontario Advisory Council on Senior Citizens and organizations which included the United Senior Citizens of Ontario and the Ontario Council of Health. They also undertook a review of provincial programs for the elderly back to 1950.

It was in the 1970s that significant new programs for seniors were introduced, such as, paid premiums, drug benefits, Gains-A and property grants. While the elderly population grew by about 34 per cent during this decade, expenditures rose by 600 per cent, from \$319 million to \$2.135 billion. Projections for the next 20 years show the cost of provincial programs now in place for the aged will increase by 80 per cent to \$3.83 billion.

The report contains 15 recommendations, which focus on information and planning, general health and community services, long-term care and income support of the elderly. I believe it provides a good planning framework for the future. Fortunately, as the report points out, there will be no significant change in the population profile until 1985, so we know the next few years will give us time to plan for the changes that will come.

To co-ordinate methods of implementing the report's recommendations, a steering committee, chaired by my secretariat, was established. Involved are the Ministries of Health, Community and Social Services, Municipal Affairs and Housing, Tourism and Recreation, Northern Affairs, and Treasury and Economics. Each ministry has developed its own team to deal with the recommendations with which they are concerned. An implementation plan for the report's 15 recommendations should be in place by the end of this year.

3:40 p.m.

The first recommendation was to establish an office on ageing. We acted quickly to announce the foundation of a new seniors secretariat in January with a mandate to help us meet the coming challenges of an ageing society. This seniors secretariat is being co-ordinated by Lawrence Crawford, a civil servant, who is a highly respected authority in the field of gerontology.

The establishment of the seniors secretariat also met requests by senior citizens and was recommended as well by several community

organizations, including the Ontario Advisory Council on Senior Citizens.

This secretariat will provide seniors, families and agencies with a comprehensive information service regarding available government programs and services. It will explore innovative approaches in research and the co-ordination of policies affecting seniors. Research funds of \$700,000 have been allocated to the secretariat. Initially, we will be supporting research of a practical nature, intended to find ways of furthering independent living for the elderly.

Another initiative includes the use of Telidon. One of our most popular pamphlets, Guide for Senior Citizens, of which over one million copies have been circulated, should be put on this new medium within the year, and the seniors secretariat will be placing Telidon units in selected senior citizens' recreational centres as a pilot project some time this summer. This is to let seniors use this medium and to allow them to become familiar with the new technology.

Earlier today I took part in an official opening of Ontario Senior Citizens' Week, which has as its theme, "We all have a lot to share," and certainly our seniors make a great many important contributions to society. I would like to invite all my colleagues here to participate in this excellent celebration and to support the activities of our seniors in each of their constituencies.

One of our major initiatives in 1981 was spearheading the Ontario government's activities for International Year of Disabled Persons. About 10 per cent of our population, 800,000 people in Ontario, are disabled, that is, significantly handicapped or inconvenienced in carrying out everyday activities. But one of the biggest obstacles facing disabled persons is not mobility or inability to work, but the negative and often fearful attitudes of others.

Consequently, our primary challenge was to raise public awareness and change some of those outdated attitudes. We used a variety of communications vehicles in a campaign to stress abilities rather than disabilities. We were particularly pleased with our TV commercial, "Label us able," which won many awards and, best of all, the very top award in North America. This illustrates that many Canadians have talents that can compete at an international level.

In celebration of the international year, a special allocation of \$12 million was made by the Ontario government. Out of this money we funded a variety of services that are now part of our ongoing commitment to disabled people in

this province. These services include an expansion of intervener and interpreter services, the attendant care program and an expansion of services to autistic persons. I feel the most significant initiative on behalf of disabled persons was made by the Ministry of Health which, as of July 1, will be providing selected assistive devices for disabled children and young adults.

Of high priority to disabled people themselves were the amendments to the Human Rights Code, which came into force last week. These amendments will prohibit discrimination on the basis of handicap.

Approximately \$5.5 million of Wintario funds was allocated for IYDP capital projects to provide accessible facilities, such as ramps into libraries, elevators in community halls and pool lifts in recreation centres. Public interest exceeded our original estimates and, as a result, I am pleased to note that ultimately up to \$8.5 million in access projects will be approved under this very special Wintario program.

Some very positive achievements have come out of International Year of Disabled Persons, which we hope to see extended and added to in the future. Additionally, in government itself the continuing work on behalf of disabled people will be co-ordinated by my secretariat, with Bob Waterhouse taking the lead in this very important activity.

Now, if we could, let us turn our attention for a moment to a very timely subject, youth employment. Traditionally, a high proportion of unemployment among young people occurred during the summer months, the school vacation. Now however, because of current economic conditions it has become a year-round phenomenon. Our government recently responded to this by indicating in the budget speech that a new winter employment initiative would be developed.

I am pleased to announce today that our youth secretariat will be responsible for developing and co-ordinating this pilot project, which has a budget of \$3.75 million funded by the Board of Industrial Leadership and Development. It will form an important part of our work that is not reflected in the printed estimates before you today.

Projected to get under way this winter, the program is aimed at reducing unemployment among young people who have left school and are having particular difficulty in finding employment. Approximately 1,500 to 2,000 minimum-wage jobs will be created for those needing

work experience and job skills. The jobs will be between 12 and 20 weeks in duration.

The emphasis will be on job creation in community service agencies and other non-profit organizations and in private business across Ontario. Of course, we will be concentrating on geographic areas of high unemployment and working with our youth employment counselling centres to ensure that those who would most benefit from this opportunity will have a chance. Information will be available to those wishing to sponsor projects in the very near future.

Our youth secretariat is involved in many other activities related to employment. Since 1973 it has administered the Experience summer employment program, which has provided more than 98,000 jobs. This year the 25 ministries participating in the program will offer at least 8,800 jobs to young people from 15 to 24.

Within Experience '82 the youth secretariat administers the student venture capital program. This program makes available interest-free loans of up to \$2,000 to students who operate their own summer businesses. Student venture capital opportunities have been an increasingly successful alternative to a regular summer job. In 1981 there were 151 businesses involving 190 students. This year there will be well over 400 businesses involving more than 500 participants.

My secretariat also funds the summer enterprises program administered by Junior Achievement of Canada. Both university and secondary levels are involved, and this year the students will operate 31 small businesses in 15 centres across Ontario. In addition to this, the youth secretariat speaks directly to young people about the job of finding a job through its very fine booklet *The Edge*. I have had numerous positive comments from students and teachers applauding this booklet.

The youth secretariat sponsors Career Week, which takes place in high schools across the province in November and provides a variety of promotional materials for use by teachers. Energetic participants in this week are chambers of commerce and professional and social service groups.

I am also pleased to report that funding for 19 community-based youth employment counselling centres was given in 1981-82. From May 1981 to March 1982 the 19 centres have served approximately 6,100 young people between the ages of 15 and 24 who encounter employment difficulties. There are 11 centres from Thunder

Bay through to Peterborough and nine centres in the Metropolitan Toronto area. I am encouraged that another nine groups across the province have indicated their interest in working with us.

Our estimates for youth employment counselling include \$550,000 from the Provincial Secretariat for Social Development. Expenditures beyond that level will be funded by BILD. These community programs will continue to assist young people facing the challenges of our economic environment.

3:50 p.m.

I would now like to advise members that progress continues to be made in implementing the province's group home policy. That policy, as you know, is to encourage municipalities to permit the establishment of group homes in residential areas by appropriate changes to the official plan and zoning bylaws. I am very pleased to report that a policy on group homes has been, or is being considered, in municipalities representing more than three quarters of the population of Ontario. A representative group of municipalities that has implemented group home policies include Barrie, Hamilton, Ottawa, Sudbury, Kingston, London and Nickel Centre.

In this fiscal year we will undertake a public awareness program supporting municipal efforts on behalf of group homes. Requested by municipalities, group home operators, ratepayer groups and others, this program will address misapprehensions towards group homes by giving the public an understanding of the benefits of group home living in helping the residents successfully manage their own lives.

Reviewing the work performed by the secretariat and, on a broader plane, the ministries in the social services area, it is more than apparent that the demand for social services is continuing to grow. Because we are facing difficult decisions in setting priorities and making very hard choices, co-operation and co-ordination are more and more important, not only within government and between governments, but between public and private organizations, between public bodies and social agencies and among all of us here working for the people of Ontario.

To make the best use of what we have, we must ensure through every available mechanism that our resources are used to their best advantage. The secretariat is striving to meet the many social challenges facing this province through furthering the necessary co-ordination and co-operation.

Those conclude my opening comments. I would be very pleased to elaborate on any of the programs within the secretariat.

The Vice-Chairman: Thank you very much, Madam Minister. The next order of business would be a response from the representative of the official opposition, Mr. McGuigan.

Mr. McGuigan: Thank you very much, Mr. Chairman. I want to compliment the minister on her report, although we will certainly have a number of specific items we wish to criticize.

Without meaning to sound alarmist, I guess I am one of those alarmists who has a good memory of what happened in the 1930s. Not to overstate the case, it is my belief that we stand at an economic crossroads that is a great deal more serious than a recession, as the minister called it in her report. I think a great many people around the world realize now that we are in a depression that seems to be out of control. In spite of hope that a new budget in Ottawa or a new budget here will reverse that, a great many serious thinkers say that over the last 15 to 20 years we have done so many things that cannot be undone in a matter of one or two budgets.

Like it or not, we are in the midst of a macroeconomic global adjustment, and I guess the real basis of that goes back to the Vietnam war and to the changes in oil prices. Those are the fundamental things that underline all our problems. As the pattern of change becomes clearer to us, we shall adapt to fit the pattern.

In that process of adjustment and adaptation—and I see this government trying to make adjustments—we must be on our guard not to let social and human concerns be neglected. After all, a great many of the problems we have are based on the structures we ourselves have set up. I say this from a rural perspective, but it is largely the basis for our industrialized society for industry to tend to say, "Keep your hands off us. Let us go free enterprise. Our business is to make money. Pollution, social effects and all those other things that flow out of that kind of a system belong to the government. That is their problem; it is not ours."

I think you have to realize that as a part of that process the people who are largely responsible for it must bear the cost, even though that cost is terribly high. I would ask when since the horrible Great Depression has the need been greater for enlightened, humane social policies—certainly in no period I can recall since the Depression. If the need is demonstrated, then governments must respond in appropriate measures. The funds have been committed and we

must be careful to ensure the nonwasteful application of those funds. This, of course, is the obvious purpose of such estimates.

I would like to pause there for some thoughts from my own experience. On the question of the whole business of having secretariats in the various policy fields, our party has said it would abolish these secretariats when it forms a government.

Hon. Mrs. Birch: I think I recall them saying that on several occasions.

Mr. McGuigan: I do not know whether, upon a real detailed study and getting inside government, we would be as certain of that as we are at the moment, but I certainly do raise the question of whether or not it is a waste of money in the context that in any bureaucratic system it is very simple to have a vertical line of command, where the person at the bottom knows whom he is responsible to at the next level and right up to the top. You work back and forth through that chain of command pretty responsibly because, if you do not, if you are at the bottom level, you are going to be fired. If you are at the top, if you do not make the system below you work, the whole system is going to be a failure. It works pretty well.

When one gets to the business of trying to co-ordinate people on the horizontal level, all of us here see examples of that. When we are trying to solve a particular problem for a constituent and we have to work on the horizontal level, it is often months before we get a reply. I am sure that word gets set aside on some bureaucrat's desk someplace because someone else has priority on the vertical line, and that is the way the system seems to work.

When the system was brought into effect back in the 1960s—I believe Mr. McKeough was one of the persons who was largely instrumental in it—I am sure it had a very good purpose, which was to divide up the cabinet into these areas of responsibility. There was a superminister at the top of each area. From my reading of the history, and I have reports on this, it did not work very well because the ministers simply refused to take orders from a so-called superminister and in rather short order the system broke down. I am not making any personal reflections on the present minister or any of the people who are in secretariat positions, but when one looks at them in the overall picture they are not the people who really carry the big weight of government.

It seems to me the job has got down to one of a great deal of publicity, a great deal of work with

people, trying to explain the various policies and trying to gather information. I would think those jobs would be done better by the particular minister. For instance, the youth secretariat work is very good. We do not criticize it at all as far as its objective is concerned. We could say it should have 10 times as much money and that it would be better operated under the Ministry of Labour as part of that ministry.

4 p.m.

You will notice this book mentions co-ordinators many times. I see these people, and I gather they are getting salaries around \$55,000 to \$60,000 a year. They are co-ordinating just within that secretariat; they might make better use of their talents co-ordinating within the ministry. Surely there is within the ministry another group of co-ordinators co-ordinating with their people and with these co-ordinators.

In these economic times, when all governments are having a terrible time raising money, we have to look at these things very carefully. There was a time when the economy was expanding at tremendous rates and all governments could spend money lavishly. There were times in the early part of this last decade when the budget expanded as much as 25 per cent a year; because of boom times, it then seemed to work. Today we are in a real squeeze, so I question the whole concept of these secretariats.

My leader has spoken of the need for the spirit of co-operation in the face of harsh economic times. My colleague the member for Prescott-Russell (Mr. Boudria) has spoken during the estimates of the Ministry of Community and Social Services of the need for a spirit of mutuality, without which no society can survive for long as a decent place to live, not only for the needy, but for all. In the last year people have been coming to me and to other members of the Legislature with extremely serious problems.

In the first three or four years of my term in office, most of the problems that came to me were dividing the spoils, speaking in broad terms. Today the people coming are trying to decide where they are going to live tomorrow. I had one instance yesterday. Our approach needs to be in the spirit of the times we are in. We will not be arbitrarily critical and we will not be gratuitous in our praise either. The test will be one of merit in respect to each issue as it arises.

At the outset, I would like to commend the minister for a decision she took in December, which demonstrated real compassion and courage in the circumstances. I am speaking of the

case of Ebenezer Adam, whose situation was brought to her attention in the House on December 8. I need not remind the minister of the details of the case. Suffice it to say it was a situation in which the policies of a ministry agency were causing a particular hardship on Mr. Adams and, more important, by their application were bringing the workings of the agency into disrepute generally.

After a careful study of the situation, the minister, to her credit, initiated a policy to ensure no such future hardships could occur. This is not always the case that is reported in the press. It had to do with some money that was left to a child, and this money was then attached by the social service people. The minister changed that, I believe, and took care of the situation. Now up to \$1,000 can be theirs to hold in their own name before the funds are attached.

I hope and trust the minister will approach all the issues that confront her with similar courage and compassion. Some of the specific issues we have concern funding. It appears in the briefing material on page 2. There is an increase of funds available to the secretariat of \$1,060,700 for the coming year. That represents an increase of 24 per cent.

This is to be commended, but we would like an explanation of the purposes and uses, how you intend to use that. We would like to know, apart from some of the self-serving statements that appear in the briefing material, what is actually being done.

Mr. McClellan: Identifying them.

Mr. McGuigan: That is right.

The Experience '82 program will actually bring in fewer jobs this year than last. I should like to refer to you the Sweeney task force on youth unemployment and the conclusions to which it came, repeating the observations constantly brought to its attention by persons in the field, mainly the unemployed and disaffected youth and the professionals.

Under that topic, according to a report, suicides by teens are up 400 per cent. "There has been a frightening 400 per cent increase in the rate of suicides among 15- to 19-year-olds in the past 15 years, says the head of a federal government task force on suicide in Canada. Diane Syer says, for every teenage suicide, the task force estimates there are at least 50 youths who unsuccessfully tried to kill themselves."

It seems young people do not realize suicide is permanent. They sort of believe in their own immortality. The psychiatrists claim they have the idea they are going to punish someone else

by committing suicide. They think they will be able to sit back and enjoy watching them suffer a bit, without realizing the people who will suffer the most are themselves, though it does bring grief and anguish to parents and friends.

"More than half the suicides were from single-parent families. Another cause is family mobility—hard economic times force some families to move every four years, forcing the children to form new friendships. Of the 4,000 suicides in Canada last year, about 1,300 were teenagers, and three quarters of those were males."

You might think, perhaps from some of the old values we used to hold, that girls getting into trouble would be the largest number of suicides. I think that was the case years ago. Today it is the males. It seems to spring from the fact they seem so helpless and useless in the face of these things.

I had a fellow who came to my home yesterday. He had a black eye that had been inflicted by his father-in-law, who had kicked him out of the house. He kept the two children and the wife there. The fellow told me: "I want some advice, I am so mixed up. I can't think straight and I don't know what to do. I can't get any money to live on because the welfare people won't give me money unless I have an address." A landlord won't give you an address unless you have some money. So a chap like that could be thinking some very dark thoughts. Those are some of the problems we have to deal with.

What are the social implications to the province of the long-term alienated youth? Those are some of them. What co-ordination is there, if any at all, with the Ministry of Labour, for example, in the designing of longer-range programs? I am grateful to see that you are going to have some winter programs that go from 12 to 20 weeks. It is a way of getting some money out to these people. I really question if it is training them properly in life skills or if they are learning very much.

I remember the dead elm program we had many years ago where they cut down dead elm trees. I happened to know a chap who lived nearby who provided the chain-saws, and 50 chain-saws were cutting down these elm trees. The first day they smashed about 12 saws and he had a great time making money repairing them for the next several weeks. The most money made in that program was made by the people who were repairing the chain-saws.

4:10 p.m.

Unfortunately, following the removal of those dead elms the wood sat out in the bush for years. You can still see it along Highway 401 as you drive down that way. You can see the piles of rotting dead elm.

Hon. Mrs. Birch: It seems to me they cut down more than dead elms too.

Mr. McGuigan: It was all cut up and split and ready for the stove. It is all sitting out there rotting.

Interjection.

Mr. Sheppard: I took part in that. Of the 100 elms I cut, only 15 were fit to burn.

The Vice-Chairman: I think we are getting a little off the subject. We might get back to the elm trees under the estimates for the Ministry of Natural Resources perhaps.

Mr. McGuigan: Mr. Watson, you would remember the dead elm program.

Mr. Watson: How could I ever forget?

Mr. Sheppard: It was a good program.

Mr. Boudria: Does that have anything to do with deadwood, Mr. Chairman?

The Vice-Chairman: I am just beginning to wonder, Mr. Boudria.

Mr. McGuigan: I should like to speak about the Children's Listening Centre of North York. The minister is undoubtedly aware of the quickly unfolding tragedy concerning this enormously worthwhile centre. It will very shortly be closing its doors to the emotionally disabled youth who in these past years have sought treatment and rehabilitation there. The children and their families will now become the faceless and nameless statistics of transferral if they are lucky. If they are unlucky, there will be no place for them to turn to seek help.

My office today spoke with the executive director of the centre, Mrs. Pat Wynne, and I can tell you she is naturally at a loss as to where to turn. This is where, Madam Minister, we are appealing to your compassion and discretion. She is depressed and distraught and she has now moreover become completely embittered with the agencies of government at whose hands not she but the children and the families have received, in her view, cold, callous treatment.

I wish to refer to a letter written to my colleague Don Boudria by Mrs. Vicky Scheuer, the parent of a child whose story appeared in the Toronto Star recently. She implores his assistance for the centre. She writes, in part: "Two years ago my husband and I were desperate for help with regard to one of our five children. The

child, who went through a very complicated divorce procedure, was full of mistrust and hate and later it expressed itself in violence.

"The centre has helped integrate him back into a normal family life, and although he is only 10 now, we feel that with continued help from them this child would be able to cope with the upcoming years. Without the listening centre he would now be a ward of the court or with the children's aid."

We have a letter here that was sent to my colleague Don Boudria. It is addressed, "To the government.

"Dear government:

"I am Susan. Please give the listening centre the money to stay open. The children are sad.

"Love, Susan." I will give you a copy of that when I have finished.

If you look over the budget of this centre, it is \$258,000, a pretty small sum in terms of government-administered services. It has an excess of expense over fees—they charge fees—of \$153,000. Just to give you an example, the Ontario health insurance plan fees for one hour of psychotherapy, billed by a general practitioner, will be \$51.80 during the fiscal year 1982-83. The average billing from the centre to OHIP over the whole year would be \$165 per month.

Fees for service billed to the children's aid society will diminish from their current level by 50 per cent, due to termination of children in treatment, for whom the CAS agreed to pay a fee for service. They are assuming in this that there will be a 12 per cent increase in cost due to inflation.

Just to look at some other costs, the executive director's salary for a year is only \$26,000, which in today's terms is not very much for an executive person of that ability. A family worker gets \$21,000; a therapist, \$17,000—so it is certainly being operated at a low cost—the receptionist, \$9,000; the bookkeeper, only \$7,000; a typist part-time, \$1,344. It is a program that is doing tremendous work and I would suspect at a much less cost than you could do it as a government.

The second matter is a public health nurse who has specialized in this area. I read quite a bit of her material and, according to authorities, it seems that a child is pretty well set in its development during the first three months.

It illustrates what a fantastic job society has done in changing these children, turning them around and making them well-adjusted people for the rest of their lives, when most of their mindset and character and so on is set in the first

three months by their parents and by their brothers and sisters and so on. We might extend that to a longer time, but the die is cast very much, according to modern thinking.

It shows what a tremendous task we face in changing them and, of course, trying to change them is by far the least cost when you think of the cost of dealing with these people when they grow up to be antisocial and get into all the problems they do.

I have asked the minister to intervene in this crisis. The programs she administers occupy a broad enough field that the work which this centre performs, namely, treatment of the emotionally disabled, can and must be funded somewhere.

Mr. R. F. Johnston: Frank Drea will not do it for you?

Mr. McGuigan: Frank is one of those individuals who is a very positive person. In many respects I admire a positive person, but when he digs his heels in, that is it, there is no changing Frank. He seems to take a certain pride in the fact that he cannot be changed.

I question whether the minister or anyone else can change him. I question, as I did earlier, the whole idea of the secretariat. How do you change a fellow who takes pride in digging his heels in? It seems to me the only person who can really do it is probably the Premier (Mr. Davis).

Mr. Sheppard: We all dig our heels in sometimes.

Mr. McGuigan: The Premier can change the mind of the Treasurer (Mr. F. S. Miller), so I think maybe he could change Frank Drea's. Perhaps if you spoke to the Premier you might get him to talk Frank around.

Mr. Watson: We have a saying in the rural community. You do not measure everybody else's corn in your own half bushel. Remember?

The Vice-Chairman: Now we are back to planting and trees again.

Mr. McGuigan: I might take off on that and recall some advice he gave me on my corn when he was an ag rep. It did not turn out, but I do not want to indulge in any of that personal stuff.

I urge the minister to act now to demonstrate creativity of approach and to speak visibly and symbolically to these children on whom all doors have been shut. The stakes for our society are very high. It is folly to believe that we shall not be paying far greater monetary and social costs down the road a bit than it would cost the

government today to fund this centre permanently.

4:20 p.m.

I was speaking not only to the justice of this cause, but to the people in general, of the response by this government to human concerns in the community. We are concerned too about funding for programs for the print-disabled and the blind.

June 15 was the day on which the revised Ontario Human Rights Code was being proclaimed, but today I want to remind the Provincial Secretary for Social Development of her words on January 7, 1982. She said, and I quote: "According to the calendar, the International Year of Disabled Persons came to an end a year ago. As the new year unfolds, let us resolve to keep alive the spirit that has been kindling. Let us keep the spirit of 1981 going. The spirit has illuminated the needs and rights of persons with disabilities."

In the light of that statement I would ask why you have refused to approve a \$75,000 grant request of the radio reading service in Oakville. The program will comprise some 150 volunteers reading newspapers and magazines on the air to bring to the blind and print-disabled information to which others have ready access.

In that regard, we are lagging far behind the United States in providing radio reading services to the print-disabled. They have 108 stations offering this service to a limited audience of about 41,000, whereas our only program with an audience of 300 is now in danger of closing for lack of funding.

The Ontario public library policy review, task group 11, of the Ministry of Citizenship and Culture, is recommending that radio reading services be established throughout the province. We would ask what excuse you could have for refusing the request for \$75,000, which would cover half of their annual operating cost, especially since your government, in any given week, spends well in excess of that on advertising alone.

It is too bad that I could not finish my supplementary question last week on the Fresh For Flavour Foundation—I got cut off by the Speaker—but just as an illustration, you spend about \$1 million a year on the Foodland Ontario program. For years, in effect, we have had a voluntary program by the industry, which put quite a few thousand dollars into the Fresh for Flavour Foundation program. The government has, in the past, put \$8,000 or \$10,000 a year into that.

You have to ask yourself a question. Are you simply advertising these things for the benefit of the government rather than for the benefit of the people? This thing is for \$75,000, while we spend some \$40 million a year on advertising.

Mr. Boudria: To preserve it, conserve it.

Mr. McGuigan: A similar situation is that in which the blind and the print-disabled stand in jeopardy of losing their audio library at Trent University. This program supplies 80 blind university community college and high school students and teachers with free tapes of all their course material, and another 40 students, teachers and professional people with a limited number of tapes.

In the past, this program has relied on funds from the ministries of Community and Social Services and of Colleges and Universities. Officials there have been told that the \$33,600 operating grant for 1982-83 from the Ministry of Colleges and Universities will be the last and that the special \$20,000 Year of Disabled Persons grant of 1981-82 will not be renewed.

In view of today's proclamation of human rights, or last week's proclamation of human rights for the handicapped—it cost at least \$25,000 for the dinner that some of us attended, which would have paid for this program—why are you refusing the provision of reasonable service to the print handicapped and the blind? We would like to have you address that, Madam Minister.

We would like to ask what the Ontario Status of Women Council really does.

Mr. McClellan: That should not take long.

Mr. McGuigan: I have a suspicion that this, along with so many other of these councils, really acts as a place where you pick up a lot of people around the province who are interested in various subjects and might be critical of you. You bring them together in these groups, you pay them a per diem fee, you wine them and dine them, and they stay at the best hotels.

I have some knowledge of this, Madam Minister, because I was a member of one of those groups—not the women's council, unfortunately; I did not think they would really have had me had I even applied. As a member of one of those councils for a number of years—I would have to go agriculture again.

Interjections.

Mr. McGuigan: I want to talk about the agricultural aspect of it. Really, in the operation of it, they picked up pretty well the elitists, the

top people in the industry. Then, heading the council is a government appointee.

In this particular case, the fellow I am thinking of was probably an exception to the case because he really was sympathetic. He was more sympathetic to the farmers' problems than perhaps any person on the council, other than myself.

You have deputy ministers there, and policy considerations that come out of it are pretty well the considerations that the government wants. Yet it has the aura and the appearance of being a great public body and that independent decisions come out of it.

To be quite specific about that—I will have to refer to agriculture in this case—they came up with a report studying the Great Lakes and erosion of soil from southwestern Ontario into the Great Lakes. It seemed that we were losing a lot of phosphate, a very costly fertilizer. It was my feeling that we should be getting this information out to the people, to stop this waste and the degradation of the lakes.

Somehow, the ministry people thought that this was very damaging to the minister. They could not afford to see this thing publicized. So the deputy minister, after a bit of discussion had gone on, jumped up and said—and it was a very simple matter—"We simply mark it 'Secret,' and that is the end of it."

They must have been wrong in their choice of putting me on this board because I said, "You are not going to make it a secret as long as I have my copy." Then, of course, there was a great change in attitude: "Hold on, there is no cause for alarm. We will publish it." And they did publish it a few months later in a very watered-down form which caused no alarm whatsoever and was totally ignored. In fact, they are coming out with another report on the same subject tomorrow.

What I am talking about happened in 1968. Tomorrow there is another report coming out on the same subject. I guess I will not be able to defend it. Shortly after that, I got my letter from the ministry, thanking me for my services.

I just tell you this, Madam Minister, to illustrate how those councils work. I do not know whether the status of women council works that way. The council I was on worked that way and I really question this whole business.

I hope you tell us what they do. What co-ordination, if any, is there with the women's bureau of the Ministry of Labour? What specific

policy input is there to concerns being studied by the Ministry of Labour?

4:30 p.m.

Of recent note is the controversy concerning whether or not to legislate affirmative action programs. The Minister of Labour (Mr. Ramsay) is categorically on record as stating that he prefers voluntary affirmative action programs and yet his own women's bureau advisory council has advised that affirmative action must be legislated to be effective.

Moreover, even with the voluntary program structure, the Ministry of Labour has not been encouraging. We would like to know where you stand, and what your opinion is on that matter.

Other issues of concern to which the secretariat might take an initiative in discussion or policy formation is the rent-a-womb controversy, or the larger issue which emerges from this, namely, societal control of the womb.

From the very beginning, when people heard of this, they reacted in a very emotional manner. Again, the Minister of Community and Social Services (Mr. Drea) has come down very hard in his position on it.

However, it is a whole new area of morals and technology facing society. I do not think anyone can really, in good conscience, come down immediately with a policy and say it shall be or it shall not be. You have to consider the plight of a good many women who are not able to have children.

It is a special concern today when so many women have gone into careers. They decide, at about age 30, that being a career woman was not quite as exciting as they once thought it was; they felt that perhaps it was dull. I think they often made the challenge that it was easy to succeed in the business world because women work twice as hard anyway, and it would be an easy matter for them to succeed where only men were supposed to succeed. But then they decided that they wished to have a family and in many cases they found that they were not able to.

Because of techniques and operating procedures available today, there are methods that open up questions of morality and technology that society has never faced before. What I am suggesting to you is that you really need perhaps a task force of medical, religious and social concerns to try to come up with sensible, even-handed and sensitive answers to that problem.

We would like to know what your opinions are on the subject. I believe you are a family person and have had lots of experience in these

matters. This subject will increasingly assume immense social and legal importance as we move towards the inevitable dehumanized high-tech society with its accompanied dominance of science over heart, and this is really what we are talking about.

In the face of two very recent developments, this area warrants secretariat consideration. The matter is sufficiently urgent that the secretariat undertake its own policy studies quite apart from the federal examination, although whatever joint research they may undertake is welcome.

My other concern, of course, is the elderly. Recent controversy concerns the quality of homes for the aged. The fact that responsibilities are cast amongst five different ministries typifies the confusion.

It seems to me that you might even be in the position where you need a ministry for the consideration of elderly people: that their medical concerns, their housing, their income, and all the various programs are handled by one particular ministry.

Perhaps we need centres in cities, one-stop shopping where people could go and get this sort of service; buildings and facilities out of which volunteer people could work. For instance, Meals on Wheels and all those other voluntary groups could work from one centre. There have been some proposals in this regard put forward in the region of Peel and I would recommend that you look at them.

We commend the recent policy initiatives of the Ministry of Health, lending both monetary and symbolic support to the Supportive Housing Coalition. This marked a welcome departure from past considerations. We hope this is only the beginning.

Another concern is the new Young Offenders Act. This is a matter of federal legislation, although it has yet to be proclaimed, which changes the age of youthful offenders in Ontario upward to the age of 18 from the previous age of 16. We would ask what policy co-ordination measures, if any, you have been asked to consider.

Those cover some of the questions, Madam Minister, that we would like addressed.

The Vice-Chairman: Thank you, Mr. McGuigan. The usual practice in this committee has been for both opposition spokesmen to make their replies and then for the minister to reply to both. Shall we proceed on that basis?

Mr. R. F. Johnston: Mr. McClellan wants to speak.

The Vice-Chairman: Mr. McClellan has the floor.

Mr. McClellan: I feel the need to add a section on Dutch elm disease; at least the spruce budworm.

Interjections.

Mr. McClellan: I wanted to limit myself to a couple of areas of concern this afternoon, Mr. Chairman. The appalling fact is that I have been doing these estimates now since 1975 and I really—

Mr. Boudria: Too long.

Mr. McClellan: Yes, it is too long, and I have really said everything I need to say. I am in the position now of repeating a number of points and concerns.

Let me start with the first one. I will start with a quiz for the minister. The question is who said this?

"The Ministry of Health advocates the treatment of the mentally ill in their own community, reserving hospitalization for cases where no other treatment is possible. As a result, there has been a substantial reduction in the numbers of psychiatric patients in Ontario hospitals during the past 10 years.

"However, the patients have not disappeared, Mr. Speaker, and there has been a growing need to provide appropriate treatment for them in the community.

"Community-based programs require adequate support services, such as vocational and recreational activities, after-care and medication maintenance services, and a sufficient range of residential accommodation, since some patients will still need sheltered or supervised settings."

Mr. Boudria: Can we guess now?

Mr. McClellan: "The provision of the appropriate support services has, in consequence, been a criterion applied to the evaluation of the programs submitted for approval."

Who said that?

Hon. Mrs. Birch: It sounds familiar.

Mr. McClellan: Yes. Guess. She refuses to guess. Let the record show that she refuses to take the quiz.

It was said by Frank Miller on December 14, 1976, 6 1/2 years ago. We are really no closer to solving the problems of ex-psychiatric patients than we were in December 1976.

We had all of Dennis Timbrell's promises which, for the sake of brevity, I will not go into: when he closed the Lakeshore Psychiatric Hospital and promised to spend the money he would

save in funding the operating budget of Lakeshore; when he promised to spend that money on community psychiatry programs and then failed to keep those promises.

4:40 p.m.

Even last October—I will ask you again. This is another quiz. Who said this? "The group."

Hon. Mrs. Birch: The group?

Mr. McClellan: I asked you to identify the group, but that would be unfair—Dr. Heseltine's group. "The group has already found solutions to the problems of providing housing for discharged patients."

Who said that? Does the minister recall?

Hon. Mrs. Birch: No.

Mr. McClellan: No. I would be reluctant to recall it. That was the parliamentary assistant boasting in October 1981 that they had already solved the problem of discharged psychiatric patients.

How easy it is to solve this problem. It can be solved annually. All you have to do is have a minister stand up and announce he has solved the problem.

Larry Grossman did it again a couple of weeks ago. He had a wonderful media circus in the Macdonald Block. I have forgotten in which room it was. They served a lovely lunch and Larry announced he too had solved the problem of ex-psychiatric patients. One of the things he said which deserves to be highlighted was as follows:

"One of the major problems is that no one government body has accepted responsibility for funding supportive programs to discharged psychiatric patients. From now on, the Ministry of Health will assume the role of lead ministry for the Ontario government acting as chief spokesman on all matters concerning adult mental health."

This was greeted as though it was a new policy, and it was a new policy in the respect that the Ontario government was finally accepting and acknowledging, at least in the 20th century, a responsibility for adult mental health. But the Ontario government has had this responsibility since the 19th century. The Ontario government has had this responsibility since before Confederation and it is a matter of—I do not how to describe it.

What are you supposed to say when the Minister of Health says the Ontario government is assuming responsibility for adult mental health in 1982 when they have had the responsibility since the 1840s? We are supposed to say: "Gosh.

Isn't that wonderful? What a progressive government this is. How grateful we are that the problem is now solved."

The minister then proceeded to announce a number of measures to indicate just how serious the government was in solving this problem. The measures involved the establishment of additional housing accommodation for ex-psychiatric patients.

He announced at the media circus in the Macdonald Block, if I am not mistaken, a total of 74 beds. Some of those beds had already been announced and he was announcing them for the second time. But, the press is infinitely gullible when it comes to recycled announcements. If I have learned nothing else in my eight years here, I have learned the press can always be conned by a minister who announces a program which has already been announced any number of times.

The Regeneration House announcement of 14 beds made in the Macdonald Block had already been announced. Then there were the 40 beds at the Dewson Private Hospital. But that was not a new initiative either. That had come from the proposal calls from last fall when the ministry was quite desperate and concerned they were going to find a dead body over the winter. So the ministry announced it was accepting proposals for additional homes for special care beds.

It took them from November, I think it was, when the proposal call went out—it may have been October, I cannot recall—until May 20 when they announced they had the 40 beds at Dewson Private Hospital. Subsequently the 40 beds at Dewson hospital went down the drain. That leaves us with the 14 beds that had already been announced. I think I am right; I think I am keeping the numbers straight so far.

Then there was the \$1-million fund which was to meet all of the needs for housing for ex-psychiatric patients in Metropolitan Toronto. That was the implication; that was the message conveyed to the media at the announcement in the Macdonald Block. Then it turned out the \$1-million fund only contained, if I am not mistaken and I do have trouble following all of the numbers, 20 additional beds. I do not think I am wrong there. It may be 30 beds.

At any rate, in her briefing book the minister has identified the number of beds created as a result of all of the initiatives taken so far by the Ministry of Health. Again, unless I am mistaken, we have the Regeneration House beds, which have shrunk to 14 beds—we seem to have lost a

bed somewhere. You reannounce in your briefing book the Dewson Hospital, despite the fact the city council seems to have killed that project.

Hon. Mrs. Birch: That was put together before that happened.

Mr. McClellan: I understand that. I am not being critical of the briefing book; I am being critical of the policy. Then we have the May 29 statement, the additional \$2 million. From that statement they have 10 beds at the Toronto East General, 10 beds in Downsview at the Chai-Tikvah Foundation and 12 beds at Progress Place, for a total of 32 beds. So, unless I am wrong—somebody help me out—out of the \$3 million that has been accounted for I count a total of 55 beds for Metropolitan Toronto. I may have lost a few beds somewhere; I do not think I have lost more than 10.

Mr. R. F. Johnston: Not as many as the minister has.

Mr. McClellan: Not as many as the minister has lost, for sure. In case the Provincial Secretary of Social Development is deluded that 55 beds are somehow significant to the needs of the thousands of discharged psychiatric patients in this community, let me refer her to the study done by the city of Toronto health department and the Supportive Housing Coalition. It was published in May 1982. I do not know whether the minister has had a chance to see that or not.

The survey was taken, as I understand, in March or April of this year, 1982. That was after all of the inquests into Queen Street, after all of the publicity, after the appointment of the special committee to clean up Queen Street, after the appointment of Dr. Heseltine, after the appointment of a new Minister of Health who had expressed a particular concern about problems in the psychiatric institutions branch, after the reorganization of the Ministry of Health and the ending of the impasse between the two deputy ministers—we hope.

4:50 p.m.

After all of this, a survey was done at the Queen Street Mental Health Centre again, as part of the study, I understand, in March and April 1982. Question 4 on page 7 of the summary report I have made reference to, this joint study: "Information from Queen Street Mental Health Centre showed that although 18 per cent of the discharged patients were going to live with family, 11 per cent were going to live on their own in a rented room and seven per cent did not know where they would go."

In other words, in the spring of 1982, after all the things that I indicated had been done, after the special discharge planning unit had been set up at Queen Street—that was done last fall—seven per cent of the patients surveyed are discharged on to the street with no housing, no after-care services, no follow-up, no supports, no nothing; they are discharged on to the street.

What does it take to clean this place up, to get the Ministry of Health to accept its responsibilities? I am really at a loss to understand how this problem can continue month after month.

We had another inquest just a couple of days ago into the death of a patient named Susan Rowe. I understand that she was brought to Queen Street some time in February by a social agency. She was admitted and was discharged. She was from out of town; she did not know anyone in town.

She was having a psychotic episode; I think it was at the YMCA. She was admitted to Queen Street and was discharged on to the street a few hours after she had been admitted. She went to the Bloor Street viaduct and committed suicide. Again, this was after everything that has already happened there.

Question 5 from the same questionnaire reads as follows: "The survey of all 18 hostels in Metropolitan Toronto found 249 people with known or probable psychiatric histories staying in the hostels on Tuesday, April 6, 1982." That is 17 per cent of the hostel population as of April 6, 1982: 249 discharged psychiatric patients living in hostels.

"In addition, the existence of a subgroup of the psychiatric population that has been denied admission to the hostels was identified." In other words, these are ex-psychiatric patients who are so disturbed they cannot even be accommodated in the hostels. They are on what is called a banned list. That is to say, their names are recorded.

They are such disruptive people that if they are admitted into the hostel they just cause complete chaos. The hostels have tried to accommodate them. The hostel is not a psychiatric facility; their staff cannot cope. They have what they call a banned list.

Sixty-eight per cent of the 366 names—I have been reading from the report—on the banned list, and 67 per cent of the 256 names on the caution alert appear on these lists for psychiatric reasons.

I just did the calculations. We have 249 known ex-psychiatric patients staying at the hostels. We have 241 people who are on what is

called the banned list, and we have an additional 171 people on what is called a caution alert, which is what it says: they are not exactly banned but considerable discretion is exercised by the hostel staff as to whether or not they are admitted on any given day.

That adds up to 661 people, just in that relatively select network of people who are in and out of the hospitals in this city. I do not think it deals with the people whom Richard and I discovered sleeping in the city hall parking garage. I do not think it deals with the people who have been seen sleeping in the TTC shelters.

It does not deal with the family that Larry Grossman found sleeping in an all-night doughnut shop. It does not deal at all with the people living in Parkdale slums. I do not know whether the provincial secretary has taken the tour of Parkdale.

Hon. Mrs. Birch: This past Saturday I had an opportunity to.

Mr. McClellan: Then you know what I am talking about and how terrible it is. I believe that Mr. Grossman was genuinely shocked by what he saw. I am not questioning his sincerity or the degree of his upset over the conditions he discovered, but I remain mystified as to why the government continues to pretend that it can solve these problems by public relations gestures rather than through the introduction of serious programs.

We still do not have a serious program for ex-psychiatric patients in this province. What we have that is new is an expression of concern by the Minister of Health, an acknowledgement that past policy has failed. However, the program has not been announced.

He has set up, if I may use the term, a kind of slush fund that is being used to fund—in a kind of an ad hoc and desperate way—a number of ad hoc programs, but I do not see the emergence of a program of residential accommodation anywhere.

I am talking about a program. The minister knows what I am talking about when I talk about programs: not a series of ad hoc experiments, pilot projects, one-shot grants or even ongoing ad hoc programs, but a government program to provide residential accommodation with a whole range of support services built in for chronically mentally ill people and with a funding mechanism that acknowledges the reality of present day costs.

The homes for special care program is not a suitable legislative vehicle for this type of pro-

gram, as the minister well knows. It will lead us into the kind of silliness that occurred when we got into using—my mind has gone blank, the program for senior citizens—the elderly persons' centres legislation to provide integrated social and cultural recreational services for elderly people.

The legislation was inadequate to the task. The homes for special care legislation is a million times more inadequate to the task of funding residential accommodation and support services to chronically ill ex-psychiatric patients.

I emphasize this simply because Dennis Timbrell always twisted what I was saying into some kind of Orwellian scenario in which I was trying to reincarcerate all the ex-psychiatric patients. I am sure the minister knows and appreciates exactly what I am talking about. I am talking about people who have a chronic illness and who are in and out of psychiatric institutions because there is nothing for them in the community.

We do not even know how many people we are talking about because the ministry refuses to do a serious estimate of the need. That would be too embarrassing for the puny efforts that are being announced, again on an ad hoc basis.

Rather than belabour the point, I would refer the minister to the full report, called *The Housing Gap*, prepared jointly by the city of Toronto health department and the Supportive Housing Coalition. I would ask her to look particularly at the recommendations, some of which have to do with the provision of housing, some with the matter that was raised today in the Legislature about the difficulties ex-patients have in getting and living on welfare, some with the difficulties patients have obtaining family benefits.

The minister likes to put on his sunglasses and posture when these kinds of concerns are raised in the Legislature.

5 p.m.

The report details the fact that the form 4, the medical form used for family benefit application purposes, is inadequate for the task of identifying disabilities for psychiatric patients and makes some very helpful administrative suggestions. If the minister was not so busy jumping up and down and shouting at everybody, he might have a look at that report and perhaps even implement some of its recommendations.

Finally, I would ask you to look at the resolution—I cannot remember if it was passed

or not—that was put forward by Fred Young and Jan Duktzta in June 1979. It put forward nine suggestions which in our view would provide at least a framework for the solution of the problem of ex-psychiatric patients.

The first of these was to establish a lead ministry. That is finally being done three years later. The second was a proposal for minimum standards for residential accommodation. That has not been done.

The third suggestion was for a study on criteria to define the extent of the need. That has not been done even in Metropolitan Toronto, let alone the rest of the province. People continue to speculate on the extent of the problem, but the provincial government has never seriously examined the extent of the need. Of course, the guts of the thing was that the provincial government should establish its own program of residential accommodation with the necessary support services for chronically ill ex-patients. Again, that has not been done.

Until these and the rest of the points of the resolution are accepted as policy and the programs are put in place, we have a simply scandalous situation in which people are at risk and the string of inquests will continue. It is as terrible as that. There is no nice way to put it.

I talked a little bit about the problems inside the hospitals. We have been talking mostly about the problem of ex-patients, but the problems inside the hospital are equally severe. Again, I do not get any sense that these things are being turned around.

I was down in St. Thomas with a couple of colleagues about two months ago. They do not have the problems that Queen Street has, but they have experienced staff shortages. They have experienced an increase in dangerous patients on Lieutenant Governor's warrants. The combination of staff reductions and a more difficult and indeed dangerous inmate population is a recipe for some kind of tragedy.

In some wards there are 30 to 34 patients with, I am told, up to 15 patients on relaxed Lieutenant Governor's warrants and at night only two people on staff. All you need are two wards like that, and if something happens on one of them, you are into a critically dangerous situation.

Again, I do not think anyone is paying any attention to the staffing levels within the provincial psychiatric hospitals. Queen Street was spectacularly in the news last fall for a number of reasons, among them being the fact that, because of the staff freeze in April and the loss of a number of staff, their psychiatric comple-

ment, according to staff at the hospital, was reduced by about 25 per cent and they lost a large number of staff in the wards. I have not heard anyone make an announcement that the staff complements have been restored to an adequate level. It is my impression they have not.

That was just a backdrop; I have found what I was looking for. It was the letter from Dr. Gray, the president of the medical staff at Queen Street. In the second paragraph he says: "Eighteen doctors have left Queen Street during the period of the freeze. The resulting loss is a total of 84 sessions and the freeze in hiring remains. This loss is now approaching the equivalent of one of the geographical services, total psychiatric staff," which is between a quarter and a third of their entire psychiatric staff. This is October 22, 1981.

I know they have hired a few people since then, Jan Duksza being one of them, but I do not think they have replaced the loss, and I do not think that they have replaced the lost nursing staff.

The president of the medical staff described the place as of October as follows: "The result of the loss in medical staffing is to turn the Queen Street Mental Health Centre into a impotent, typical second-class custodial-care facility in which treatment of patients has no meaning at all." This is the president of the medical staff of your largest psychiatric hospital.

I have yet to read a statement from the minister as to what measures have been taken to improve conditions. We have all the announcements about this committee and that committee and community advisory boards and everything else; yet as of June 3 the minister could answer my question as to how many involuntary patients are wandering out of Queen Street on to the street into the surrounding residential neighbourhood. In January, 16 involuntary patients walked out of Queen Street; in February, 18; in March, 27; and in April, 28. I do not have the figures for May and June. I will get them, and my guess is that they will be about the same, 27 or 28, because the explanation is the number of patients absent without official leave increases during warmer months.

What are we supposed to make of a statement like that? You know the terms of the Mental Health Act. You know what an involuntary patient is. It is someone who is dangerous either to himself or to someone else. There is an obligation under the Mental Health Act that

these people be kept in custody for their own protection and the protection of society. Nothing seems to make any impression on the Ministry of Health, which is why I am raising it here. I have raised this five or six times with the Ministry of Health, obviously to no avail.

Involuntary patients might end up in the schools just to the north of the Queen Street Mental Health Centre. They have found patients sleeping at Shaw Street school and in Givins Street school. You can see patients dancing around in the street in front of the hospital.

Is it such a big job to have enough staff in the wards so that they notice when someone is missing? Is that an insuperable task? Is it beyond the competence of the Ministry of Health to make sure that patients do not wander out of the hospital without someone asking, "Who are you and where are you going?" particularly when they do not wear any clothes. One would think that a patient leaving the hospital in pyjamas would attract some attention before he got out on to the street, but obviously not. It defies explanation.

5:10 p.m.

I raised this in the House, and Mr. Grossman said, "Well, the open-door policy meant our hands were tied." That is absolute nonsense. The Mental Health Act has nothing to do with the involuntary patient provisions. The Mental Health Act cannot be abrogated by something called an open-door policy. That had to do with voluntary patients, not involuntary patients.

The minister knows that. He tries to play games with this problem by passing the buck on to the open-door policy when the problem is the lack of staff on the wards and at the entrances and exits to make sure people cannot just wander in or out. There are so few staff at Queen Street that the mall turned into a major drug distribution ring.

At any rate, I see no sign of progress at Queen Street. We await Dr. Heseltine's report, which is already overdue. This is the first day of summer. We were supposed to get it in the spring. We have not seen it. I do not think we will see it until the House rises. I am sufficiently cynical to make that observation. I have not heard any progress report from the committee that is supposed to solve all the problems at Queen Street. Perhaps the minister can indicate, since the task force falls under her jurisdiction, whether there are some new initiatives that would be meaningful in terms of solving some of these problems.

The third area, which I will simply touch on,

has to do with the other of her major task forces, the task force on the elderly. I hope during the course of the estimates we can have some conversation with the secretary and Mr. Crawford with respect to progress. I was intrigued by a reference on page 29 of the briefing book under the report of the task force on aging. It says, "A homemaker policy has been approved." Has it been distributed to the masses? Is it available for distribution to members of the committee and the Legislature?

Hon. Mrs. Birch: Not yet, no.

Mr. McClellan: Did cabinet approve it?

Hon. Mrs. Birch: The policy field.

Mr. McClellan: This is the policy, Mr. Chairman, that was supposed to be announced before the 1981 election. Then it was rumoured it would be announced during the campaign. Am I talking about the same policy?

Hon. Mrs. Birch: Yes.

Mr. McClellan: It had to be held up because, alas and alack, the Ministries of Health and Community and Social Services could not agree on who was going to be top dog. So a draft of the document was leaked during the election campaign or just prior to the election campaign. It really was very embarrassing because the policy statement tried to be silent on the question of who was in charge. We are all waiting with bated breath. My guess is the Ministry of Health has won and the Ministry of Community and Social Services has lost because that is just the historical order of things around here.

Hon. Mrs. Birch: I think they both won.

Mr. McClellan: I bet they do not agree with you. There are always winners and losers. At any rate, that is not the issue. The issue is: where is this policy after all of these years, after all of these hours and months and years of consultation and after all of the promises? There is still a complete vacuum in this province with respect to home support services.

I hope at least we can have some discussion of the general direction government policy is taking, some indication of when we can have an opportunity to see the policy and, more important, when it will begin to be implemented. I have another quotable quote. I will return to the quiz. Who said this?

"The members will recall, I am sure, that in the recent speech from the throne the government announced that chronic home care services would be available in every part of the province by 1982."

Hon. Mrs. Birch: It sounds like something I said.

Mr. McClellan: No. It was Dennis Timbrell on April 29, 1980. What went wrong? Why does not Metro Toronto have chronic home care?

Hon. Mrs. Birch: We were supposed to have it in.

Mr. McClellan: We were supposed to have it any number of times. This is another one of these things where the promise gets recycled. I expect it to be a prominent feature of the 1985 election campaign, the promise that every part of Ontario will be served by chronic home care by 1986. It is like any number of things.

Mr. McGuigan: We shall have it in 1985 and again in 1990.

Mr. McClellan: That is right. I hope we can have some understanding from the Provincial Secretary for Social Development as to when this will be put into place, when we will get the home support policy and what the home support policy will look like. I hope we can talk about it today since you made reference to it in your briefing book. I am sure it is not there just to titillate us.

The other area that is becoming an old chestnut is the question of long-term care beds. I do not intend to go into that here. It more appropriately belongs in the estimates of the Ministry of Health. Again, we have had so many promises about additional long-term care beds, nursing home beds, homes for the aged beds, chronic care hospital beds, extended care beds. The promises proliferate, but they never get built. I do not understand why it is so difficult.

In the case of the freeze in beds for homes for the aged, sooner or later we are going to face the bill for this freeze. Sooner or later we are going to have to have a crash program of providing residential accommodation for the old, and it is going to be infinitely more expensive the longer we wait and delay as we try to figure out what to do.

To conclude: I was in Peterborough about a month ago, and that city is the kind of demographic wave of the future for this province. It is a retirement community and it has already achieved the demographic bulge; the retired population there now is, I believe, between 13 and 15 per cent. You can already see the pressures on the health care system.

Peterborough has chronic and continuous overcrowding in both of its hospitals. It has severe budget problems in both because of the additional burdens of providing health care to

an ageing population. It has a logjam caused by the shortage of long-term care beds in the community. I do not have my figures here, but I think around 20 per cent of its active treatment beds are taken up by patients who are ready to be discharged to long-term care beds, but cannot be discharged because there are none.

As a result, every day there are eight, 10, 15 or 18 patients waiting on stretchers in the emergency department for a bed. This is all day every day. There were eight people waiting when we visited Peterborough's Civic Hospital, and I was told there were about 14 at St. Joseph's General Hospital on the same day. This is true each and every day of the year in Peterborough.

Unless this government gets serious about building the long-term care beds it has been promising since 1978, this situation is going to become a chronic problem in every community in this province, as it is in Peterborough.

I know the promises have been made. It remains for you, Madam Minister, to persuade your colleagues to keep the promises.

5:20 p.m.

The final point is pension reform. Before this session is over, I hope the government will announce its intention to implement the recommendation of the select committee on pensions that the guaranteed annual income supplement single rate be increased substantially to bring guaranteed annual income supplement pensioners above the poverty line.

We estimate, based on the latest Statistics Canada figures from last fall, there are over 200,000 seniors in this province dependent on Gains who are living below the poverty line. This should be an intolerable situation for any government. The resolution was made by today's chairman and supported on a nonpartisan basis by the committee. I hope this action will be taken and that it will be taken before July 8.

That concludes my opening remarks. I hope that in the relatively short time we have we can have some focus in our discussion on the long-awaited, eagerly-sought home support policy.

The Vice-Chairman: Perhaps we could now proceed with the minister responding to the questions raised by the critics. Then if any supplementary questions come to mind during that period, we can entertain them on a fairly informal basis.

Hon. Mrs. Birch: Yes, I prefer that.

I will begin by responding to some of the comments Mr. McGuigan made in his opening

statement. I would suggest we cannot agree with his discussion about the usefulness of the secretariats. I happen to feel very strongly, after eight years as a provincial secretary, that they do fulfil a very worthwhile and necessary role. It might not always be obvious because in our position it is much more advantageous and successful if we play a very low key role. Much of our work is done very quietly behind the scenes, in committees, and initiating policies we feel are very important within the various ministries.

We think we have been fairly successful in many areas in what might have been unnecessarily isolated programs. By working through the secretariats, we have been able in many instances to develop programs. The children's services are an example. We have also been able to co-ordinate many of the disabled programs. Out of that has come our office for seniors and our office for rehabilitation.

I do not think those would ever have happened if the mechanism was not in place whereby we did have the opportunity to bring ministries together and get ministers talking in order to find the right approach in dealing with specific problems and in determining a lead ministry to take a hold and develop the programs.

I hear the pros and cons about the policy field in the Legislature day after day. I can speak only from my own experience, and it may come from a rather biased viewpoint, but I am convinced there is a need and that need is being met by the policy field. I would hope in the not-too-distant-future, if the opposition members would take a closer look at what is happening, they too would decide these are fulfilling a very useful function.

It is an argument that has been ongoing. I have heard it from the very first time I was appointed a provincial secretary. I am not too surprised it continues. I think it is evidenced in the House when I am asked questions and continually criticized because I do not give long answers.

I am not there as the provincial secretary to answer about ministry internal operations. I am responsible for overall policy and I am quite prepared to answer questions that relate to that. But when it comes to the day-to-day operations of the various ministries, unless the minister for some reason or other is not there, then it is not my role to answer for that minister. There is no way I could begin to be familiar with all the internal programs and regulations within the various ministries within my field.

Mr. McGuigan: I think they all should have to report to you directly.

Hon. Mrs. Birch: Do you think they should? When one considers the programs and the regulations just within the Ministry of Education, even the minister herself would have great difficulty in knowing everything and having it at her fingertips. Because you are a provincial secretary, everyone assumes you must have knowledge of everything that is going on internally within the various ministries within your field. I point out to you I am only human. There is just no way I could have all that information available.

However, the role of the secretariat is perhaps something that, with time, people will tend to appreciate. I think it is a very worthwhile service.

Mr. McGuigan's comments about the non-wasteful application of funds is something I would agree with. Our role is to make sure the money allocated to our field is being used in a very worthwhile way. We are given an allocation and we have to make some very hard decisions on priorities. I can assure you it is not done lightly. It is done in consultation with all the ministries in the field. A great deal of time and effort is put into reviewing all of the programs and determining just where those dollars are going to go to provide the citizens of Ontario with the kinds of social services we think are extremely essential.

It is not an easy decision to arrive at. It takes a lot of very difficult searching and decision-making before we finally determine where the allocation is going to be spent. It is not something I look forward to each year, I can tell you, when allocation time presents itself.

Mr. McGuigan: As a supplementary, if you do not mind, you are up 24 per cent in your budget. Has that money been allocated largely to on-hands programs, or is it going largely to the co-ordination efforts?

Hon. Mrs. Birch: A lot of that is for the new seniors secretariat.

Mr. McGuigan: So it is going to a specific program?

Hon. Mrs. Birch: I appreciated your kind comments about the situation where we were able to step in and bring some relief to a gentleman who was having some problems. It just proves the point that Mr. Drea is very co-operative when you approach him to deal with a specific issue.

Mr. R. F. Johnston: I do not get anywhere.

Hon. Mrs. Birch: Mr. Drea is a man of great heart and compassion.

Interjection: A pussycat.

Hon. Mrs. Birch: Yes. He was quite prepared to—

Interjection.

Mr. McClellan: You will pay for that.

Hon. Mrs. Birch: I was very interested in your comments about the Sweeney report and very appreciative of the fact that Mr. Sweeney did send me a copy of it.

5:30 p.m.

We have had an opportunity to look through it and respond to some of the recommendations. I give them all marks for making the effort to travel around the province and to find out just what the situation is because we all recognize there is an increased problem in youth unemployment. In developing that awareness amongst the various municipalities he visited, perhaps within those municipalities they too will make some effort to find answers to this growing problem we all face, because I just do not think it is something the provincial government should be held responsible for. It is a problem we all should be very interested in. Certainly municipalities have a real role to play here, as well.

I notice, as well, that in its conclusion the report indicates that it supports action in 12 areas which were recommended to the task force, but in doing so, it acknowledges that it neither evaluated government programs which are already in place, nor carried out any in-depth research on the approaches suggested in the recommendations.

On the face of it, it comes up with all of the problems which are out there, but does not address the fact that we have been attempting to find some solutions and have been fairly successful in some areas. Also, in some of the suggestions they have made, they really have not done any research into finding out why it is not possible or if it is not successful.

Mr. McGuigan: If I might make a comment, you must recognize that with the very limited research funds opposition parties have—

Hon. Mrs. Birch: I recognize that. I also recognize that it might have been a little more acceptable if people had realized that it was that kind of report, that it just dealt with the problems and did not look at some of the solutions we have already presented.

It certainly did not look at some of those areas where there is no easy solution. It was a very

superficial look at what is happening out there without any regard to some of the real problems which exist.

Mr. R. F. Johnston: Are you suggesting they should have read some of the provincial legislation that covered some of these matters or perhaps looked at some of the regulations?

Hon. Mrs. Birch: Yes. For example, recommendation one says, "Provide more training opportunities." There is a wide range of training opportunities already existing. We believe that current funding levels are sufficient for the present economic conditions because it really is irresponsible to train people for nonexistent jobs.

Recommendation number two, "Encourage on-the-job training in industry." Mandatory approaches tend to be very ineffective. Programs such as the Ontario career action program and employer-sponsored training take time but are really more effective in the long run. Those are both programs which are under way and which are very successful. As a matter of fact, OCAP is so successful that we have put more money into it to make it available to more young people to take advantage of.

Recommendation number three, "Restructure apprenticeship to permit easier access." There have been changes in regulations to allow increased numbers of apprentices, and further changes will be made in this direction. But that is something over which we do not have total control. There are such things as unions and others who have some say in that area, so that is as far as we can go.

Recommendation number four, "Change the public's conception of the value of skills trade." There are more highly qualified young people waiting for apprenticeships today than there are positions available. We have been able to develop an awareness amongst the general public that apprenticeship training programs are valid and that more people should be encouraged, if you will, to participate in those. But we can put only as many into the program as we have programs available. How do you encourage more people to develop apprenticeship training?

Mr. McGuigan: They seem to have been doing that in Europe for centuries.

Hon. Mrs. Birch: But they have had a different attitude over there towards apprenticeships.

Mr. McGuigan: Yes. I know that.

Hon. Mrs. Birch: It is something that is fairly new to the North American continent. Until we are able to persuade people that this is a viable

way for young people to earn a living and to be a success, it is just going to be slow. But it is gaining momentum and we do feel very strongly that it is going to be a popular direction for them to take.

Recommendation number five, "Improve the present counsellor-to-student ratio." Guidance must be provided by classroom teachers and not just by the counsellors alone. In that area we feel that through the youth secretariat we have been doing an admirable job of our career week which is becoming very positive across the province. We think this really provides an excellent opportunity for young people to have the benefit of wide counselling, not only from counsellors and teachers but from the private sector through the chambers of commerce, the boards of trade and all the municipal people who are interested and who have become involved in those career week activities.

We find that it is growing in interest and really developing into a very good program.

Mr. McGuigan: You must note that the ratio is one to 400. There are very few opportunities for counselling on a one-to-one basis.

Hon. Mrs. Birch: If there were not the insistence on those counsellors being teachers as well, perhaps there are a lot of other people from the private sector who could provide very excellent counselling in that area, but that is another problem we have.

Recommendation number six, "Introduce career counselling at the elementary level." The secondary education review project recommended compulsory guidance courses for grades 7 and 8. At the moment, there is a resource booklet being prepared. We hope in the not-too-distant future that this will happen because we feel very strongly that it is most important for young people in grades 7 and 8 to have an idea of the careers they might be interested in.

Recommendation number seven, "Make mandatory core subjects such as English, mathematics and science." Of course, they are already mandatory. That is surprising, especially with Mr. Sweeney's background in education.

Recommendation number nine, "Introduce mandatory credit courses on career guidance." There already are optional credit courses in these areas. The ministry has developed a new work and employability skills program.

Recommendation number 10, "Provide guidance and mandatory standards for co-operative education and work experience programs." Co-operative education has been increasing at a rate of 65 per cent per year over the last two

years and now has 5,000 participants. There are many thousands more involved in work experience programs.

Recommendation 11, "Encourage greater liaison between business, industry and education." At present, we have 65 active community industrial training committees in Ontario.

Recommendation 12, "Improve manpower forecasting." The province funds surveys on skills shortages in 65 communities. In addition, the Ontario Manpower Commission has developed a new instrument to assist industry in assessing its manpower needs.

In looking at the recommendations, many have already been implemented or are in the course of being implemented. However, again, I hope I am not being too critical because I think it is well for people to be aware that there are a great number of problems in the area of youth employment, and any program to make people a little more sensitive to these needs I find welcome.

Now we get down to the Children's Listening Centre of North York. That, I believe, was discussed during the Minister of Community and Social Services' estimates. I think the minister pointed out to you that he, too, has priorities within his ministry that have to receive decisions which are not always easy to make.

However, in times of limited resources, he has to take the advice of his staff who are very familiar with the services and programs provided through the children's listening centre and through many others throughout the province. There is a need to develop programs for the north and a need to develop francophone programs.

The minister had to accept the advice that was given to him and make a determination that in the Metro Toronto area there are several programs ongoing. Although there is no disagreement that the program which the Children's Listening Centre of North York provides is a very excellent one, and certainly serves the need of a lot of children who require the expertise that it is able to provide, he was not in a position to give them permanent funding but he was in a position to advance them \$50,000 to help them through a difficult time. It is just one of those instances when times are a little difficult and there are many good programs. It is very difficult for any minister to make that determination. It does not come easily, particularly when it is recognized it is a good program.

5:40 p.m.

Mr. McGuigan: I would like to point out just for the record that last fall during the Treasurer's (Mr. F. S. Miller) estimates when we were criticizing him about the \$650,000 for Suncor, we also probably threw in a word about the jet. His remark then was that he was not constrained by lack of money for any of these programs. There was the capacity to do these things within the provincial budget and therefore things that were neglected were neglected because they chose to do so.

We look at many areas where we see so much window-dressing. Sure, it was a great thing to have a kick-off for the new Human Rights Code. It was a great event, but it cost \$25,000 or more. The \$25,000 would be the dinner itself. As for the weeks and weeks of work, the people behind the scenes, protocol and arranging and so on, I would be willing to guess there was another \$25,000 spent on that. When we see these things, and then see a program like this, it is kind of hard to justify one against the other.

Hon. Mrs. Birch: I would just respond by saying we are given an allocation within the social policy field. We are also given a direction that is the parameter of the money we have to allocate to the various ministries. Therein lies the difficulty of looking at these programs and at new ones coming on. I would venture to say there are new programs almost every day of the week. They are good programs and they are all people-oriented. They are all there to help people with problems. There is just no doubt about it.

When you have a limited number of dollars, you have to make some really difficult decisions, and I can assure you they are not done very lightly. It is a program that has been recognized as a very good one. I would hope those parents who were involved in that particular community might find some way of getting community support to give them basic funding. Perhaps from there there might be some other methods of providing them with the funding they need to stay open. If I were a parent and had a child—obviously those children do have difficult problems.

Mr. McGuigan: They do have some of their own funding because they are asking for only \$153,000. Their budget is \$258,000 and they are asking for \$153,000.

Mr. R. F. Johnston: Did the children's listening centre come up at the secretariat level or was it dealt with only within the ministry?

Hon. Mrs. Birch: With the ministry. This is not a policy. It is just the determination of allocating funds within the ministry to a program that relates to that ministry's children's services.

Mr. R. F. Johnston: There are some policy implications for this surely. One of them is that the children's mental health centres are picked up 100 per cent by the province at the moment with no federal money in it. We have had some very bizarre—to use the Minister of Community and Social Services' (Mr. Drea) pronunciation—accounts of interaction between the minister and the federal Minister of National Health and Welfare on terms of funding for this particular centre.

I was just wondering if there was any attempt at all to find other routes for funding through the overall area of children's mental health centres because of the huge need, which none of us deny. I am one of the people who has pushed for the northern facilities and French-speaking facilities and understand that as a priority. Has there been any concerted effort by the secretariat or interaction with the federal government to try to come up with more bucks for this whole field?

Hon. Mrs. Birch: There have been ongoing discussions with our Minister of Health (Mr. Grossman) and the federal minister, Monique Bégin. Mr. Drea has met with his counterparts as well at the provincial level and at the federal level. There is always ongoing discussion with an attempt to get more funding, but as you well appreciate, we have been cut back pretty severely and any discussions at this time are not very fruitful. Those are minister-to-minister discussions and there is no reason for the secretariat to get involved in those federal-provincial discussions at all.

Mr. R. F. Johnston: If a minister wants more money for a policy area within his ministry, in this case the mental health needs of children, and does not feel he has sufficient funds to do so in his overall allocation and has to make the kind of tough choices you have indicated, does that minister bring that concern to the secretariat to try to get a change from the Treasurer through cabinet? What is the route that is taken there?

We get supplementary estimates and, all of a sudden, money arrives when there has been no money in every given year. Here we are at an awkward time of the year for supplementaries, but what process does Mr. Drea have available

to him to gain support for that policy area receiving a huge increase in funds? In my view, just going by year-by-year increases is irrelevant at this point. There is a need for a huge influx of funds into that whole area if children are not going to be receiving a lesser standard of care than even adults are in terms of mental health care in this province.

Hon. Mrs. Birch: There is always an opportunity for the ministers to discuss and debate the allocation that has been allocated to them or their ministry. The whole allocation process is a very long, time-consuming one. Ministries have an opportunity to present their case for more funding, but the bottom line is that the Treasurer has allocated so many dollars and we work within that allocation. We determine the allocations among Education or Health or Community and Social Services and therein lies the opportunity for the minister to present his case.

Mr. R. F. Johnston: I gather it is going to take some while to get that through. Meanwhile, the centre is going to close at the end of this week coming up. Surely the suggestion you made for them to go to the community for the money they need is whistling in the wind. There is no hope for that centre to maintain itself on that kind of a basis.

Hon. Mrs. Birch: I am suggesting they have left it almost down to the deadline before approaching the community and before finding other methods of funding that might have been available to them if they had attempted to do so earlier.

I am not familiar enough with it to know they have not tried. Some of the medical people who were associated with it may have tried to raise money in other ways, but it is just one of those very unfortunate things. I am sure if that centre had been in northern Ontario or somewhere else in the province, there would not have been any difficulty. But that decision had to be made because we have several very good services within Metropolitan Toronto and we had to determine the priorities between serving Metro Toronto well and the rest of the province not so well, and particularly the francophones.

Mr. R. F. Johnston: There is nothing to gain by continuing the argument the way we did with the other minister, but the point is that they are going to shut down a service that is operating. The cost of restarting that service at some point, because it is needed, is ludicrous. Nobody is going to say the demand is not here in Toronto as much as it is elsewhere. It is going to be much

more expensive to start this thing up again than it is to maintain it at this level. Most children's mental health centres are funded at a much higher rate than \$150,000 a year.

Hon. Mrs. Birch: There is no debate that it is a good service. It is just one of those unfortunate things that has happened. The minister had to make the decision. I am not laying the blame at his feet, but that is where the decision had to be made.

The radio reading is another issue we have had around for a while. Our policy secretariat became involved because the ministry had determined that it could not continue the funding. We were prepared to give them a one-time grant out of our International Year for Disabled Persons fund to help them out at a very difficult time.

5:50 p.m.

For those of you who are not aware, the radio reading services provide broadcast services for the blind, visually impaired and print-handicapped individuals in the Metropolitan Toronto area, the Niagara Peninsula and the Halton-Wentworth region. That service operates for seven days a week, 16 hours per day, at an annual cost of \$226,715. There are approximately \$100,000 in salaries and benefits. They have a tremendous volunteer staff, I think, of 150 people.

Since 1978 the service has received a total of approximately \$200,000 in support from the Ontario government. In December our cabinet committee approved a final one-time grant of \$20,000 to be paid by our secretariat through our International Year for Disabled Persons fund. On February 1 a grant of \$20,000 was made and the point was made that no further funding would be available.

In February the director of the Oakville Public Library wrote to Mr. McCaffrey requesting \$75,000 for 1982-83. It has gone down to the present time, after a lot of newspaper stories and discussion in the Legislature, that because of the provincial library survey undertaken by the Ministry of Culture and Citizenship, there are recommendations suggesting that perhaps funding should be made available.

As a matter of fact, this discussion will take place in the social policy field this coming Thursday, so there is still an opening there for further discussion.

Mr. R. F. Johnston: Will it be an ongoing grant at this time, or is it going to be a year-to-year grant? What recommendation is coming before you? Is it for a continuation of

this year-by-year stuff, or are we finally going to recognize, as they have in the United States, where there are—

Hon. Mrs. Birch: Over 100.

Mr. R. F. Johnston: —over 100 of these, that it is a very worthwhile service that needs some kind of financial stability?

Hon. Mrs. Birch: One of the great difficulties is getting good documentation on the area that is being served by this program and the benefits to those who are recipients.

All through this time, since 1978, staff have worked with this group, helping them or providing them with some assistance in developing other means of fund raising in the community. Obviously they have not been too successful in that, whether or not they have not tried hard enough, or whether the money or interest is just not there.

Those are really some questions that have to be answered. I think, rather than indicate today what the verdict is going to be, there will be a further discussion. Certainly, more information will have to be made available to us.

It is all good and well to say that the catchment area is large, but how many people are taking advantage of it? One has to think, with 150 volunteers who find merit in giving of their services, that they think the program is very beneficial and that it reaches a great number of people. However, I think we would like to have more statistics to back up their request for that amount of money.

Mr. R. F. Johnston: Are they making the recommendation to the Provincial Secretariat for Social Development?

Hon. Mrs. Birch: Culture and Citizenship.

Mr. R. F. Johnston: They will be making a presentation on Thursday to you with some kind of a recommendation in it. How soon will it be before we know, do you think?

Hon. Mrs. Birch: I would think it would be two or three weeks.

At the same time we will be dealing with the Trent audio library, which has a similar history. The secretariat stepped in and provided some money at a time when it felt that they were not getting the funding required to carry on.

Again, that was to be a one-time grant because, as you can well appreciate, the secretariat is not in a position to be providing this funding on an ongoing basis. We can step in occasionally when we happen to have some funds, and we did because of International Year of Disabled Persons.

We were able to step in and give them the money to carry on for that year. We will be discussing that at the policy field come Thursday.

Mr. R. F. Johnston: It is the kind of thing, again, where there should be some longer-range funding mechanism for which somebody does bear that responsibility.

It seemed like a very strange thing to be dealing with the communications mechanism of one kind or another, such as the reading service for the blind. Perhaps communications was a much more natural place to have that kind of facility funded on a long-range basis.

Hon. Mrs. Birch: We will probably be taking another close look at that on Thursday.

Mr. McGuigan: On that point, when we come to the estimates, I notice there is somewhere around \$700,000 which, it looks to me, has been pushed forward from International Year of Disabled Persons.

Hon. Mrs. Birch: It has gone into the rehab services. We are continuing to develop policies and co-ordination between the various ministries within the government itself.

Mr. McGuigan: The money is earmarked then for other purposes?

Hon. Mrs. Birch: For other purposes.

Mr. R. F. Johnston: How about the Ministry of Revenue's hiring policies?

Hon. Mrs. Birch: That is a very sad situation.

Mr. R. F. Johnston: It sure is. We really do need to discuss how it is that someone is fired.

This is the fellow who was used in the ads, mentioned in your piece here, as an example of an individual who has a handicap and yet can find a good working place in the civil service. He is now fired, not for reasons which have anything to do with his handicap.

We need to talk about that a lot. There are some really serious questions coming out of

that, how you use someone and then dump him without giving him proper training of any kind.

Hon. Mrs. Birch: That is indicative of a real problem when we suggest that we are going to provide all these employment opportunities.

I think we also have to recognize, at the same time, that there is a responsibility for all of us to make sure that those people for whom we are providing employment are well trained; that they are competent; that they are getting the jobs on merit and not just because they have a physical disability, because that defeats the whole program and the whole thrust of what we are trying to do.

Mr. R. F. Johnston: Absolutely. That is what is so outrageous about this.

This is someone who worked for six months for the ministry on a pro tempore basis, gets hired, and does not find out until nine months later that the ministry is not satisfied, with no major training going on in between. This is someone whom you have used in ads. My God, what kind of assistance was given to that person? For the minister to get up in the House and say it has nothing to do with the handicapped, this person is not capable of doing the job, you have to say to yourself, "My God, what is going on here?"

Hon. Mrs. Birch: It is an area to which we really have to devote a lot of attention. It is all good and well to find opportunities and talk about opportunities of employment, but unless we also at the same time talk about retraining and training for those people involved, it becomes a great hypocrisy.

The Vice-Chairman: Madam Minister, we have reached the time for adjournment, so the committee will stand adjourned until tomorrow following routine proceedings.

The committee adjourned at 6 p.m.

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Boudria, D. (Prescott-Russell L)
Gillies, P. A.; Vice-Chairman (Brantford PC)
Johnston, R. F. (Scarborough West NDP)
McClellan, R. A. (Bellwoods NDP)
McGuigan, J. F. (Kent-Elgin L)
Watson, A. N. (Chatham-Kent PC)



Ontario, LEGISLATIVE ASSEMBLY

No. S-13

Legislature of Ontario Debates

Official Report (Hansard)

Standing Committee on Social Development

Estimates, Social Development Policy



Second Session, Thirty-Second Parliament

Tuesday, June 22, 1982

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, June 22, 1982

The committee met at 3:48 p.m. in room 151.

After other business:

ESTIMATES, SOCIAL DEVELOPMENT POLICY

(concluded)

3:53 p.m.

Mr. Chairman: After that discussion the sacrifice of estimates time would have to be close to half an hour. Upon adjournment yesterday the minister was in the process of responding. Would you like to continue, Madam Minister?

Hon. Mrs. Birch: I would like to continue, if I may, Mr. Chairman, to respond to Mr. McGuigan's comments. I did not have an opportunity to respond to his question on my relationship to the legislative affirmative action program and compliance. I just want to reiterate that I am in agreement with my colleague the Honourable Mr. Ramsay who, as you know, reported on the three-year report of the Advisory Committee on Equal Opportunity and gave a very good response to all the recommendations within that report and gave the government's position. I am in total agreement with the minister's stand in that area.

He also raised the whole subject of rent-a-womb. I would not like to get too involved in that. I think it is a moral question that a lot of people are going to have to decide for themselves within their own conscience. I do have, of course, a lot of sympathy for those who want to have families and who, for one reason or another, are not able to. We know there are not as many children available today for adoption as there were in the past, and it puts a great deal of stress and strain on a couple looking forward to having a family.

I am not about to point a finger at them because I think if I found myself in that same position I might look around for any opportunity that was available to me. I think the minister reacted as best he could under the circumstances and made it abundantly clear that we would not like to see this become an ongoing function within our society. I would

like to leave it at that. As you know, it is a very difficult subject to discuss.

Mr. McGuigan: Nor would I like to see it become a production-line affair. I just wanted to find out if we need to treat it more sensitively than we did in the Legislature, which was done under pressure, as I know from the situation.

Hon. Mrs. Birch: It is a very, very delicate situation.

You also asked me about our involvement with the Young Offenders Act. I would like to bring to your attention that the Justice secretariat has been working to co-ordinate the government response to the federal proposals on a new Young Offenders Act. During this process the Provincial Secretariat for Social Development was fully involved in the several years it has taken up to this time to help produce the new act. Once the act was at a stage where it seemed it was likely to become law, we started to plan for the implementation of the new act. The lead ministry is the Ministry of Community and Social Services, and we have been fully involved and kept very much aware.

As you know, a public consultation paper was issued by Community and Social Services. Comments from that paper are being considered in our government's ultimate policy decisions, particularly policy areas that will be addressed by the Provincial Secretariat for Social Development where legislative changes will be required. The ones that interest us at the moment are those areas that include approaches to children under 12, who are not covered under the new act, dealing with truancy and other offences. An area of tremendous concern to us is just what is going to happen to those young children.

You went on to make comments about the confusion of responsibility for seniors. Perhaps this might be a good time to call on Lawrence Crawford because he has to leave for a speaking engagement, this being Senior Citizens' Week throughout Ontario, and he is driving to Kingston to deliver an address this afternoon. I could ask him at this time to respond to the questions by Mr. McGuigan and Mr. McClellan. Then I will continue with the response to Mr. McClellan.

Mr. Chairman: Thank you. Mr. Crawford, would you take a seat before this committee? We extend to you our congratulations on your appointment, on my own behalf, having known you personally for a while, and on behalf, I believe, of every member of this committee.

Mr. Crawford: Thank you very much, Mr. Chairman.

Mr. Chairman: They are a little belated, but congratulations.

Hon. Mrs. Birch: It was a very popular appointment, I can tell you. We still receive much enthusiastic support not only for the new seniors secretariat, but for the appointment of Lawrence Crawford as well. His name is synonymous with seniors, not in a personal way, but the seniors across the province were delighted.

Mr. Sheppard: Mr. Chairman, if you had been here yesterday and saw all the groups he persuaded to come to Queen's Park from Northumberland county yesterday, you would have been overwhelmed with the reception and facilities they put on.

Mr. Chairman: I can tell you I have been overwhelmed by Mr. Lawrence Crawford's activities and presence at many functions. I am sure it would have just added to the great appreciation and admiration I have for Mr. Crawford. Thank you for making me feel bad I missed it.

Mr. Sheppard: You are welcome.

Mr. Chairman: It will bother me.

I do not know whether you were following the questions, Mr. Crawford. Just to refresh Mr. Crawford's memory—

Mr. McClellan: On page 29 of the briefing book, it notes that the homemaking policy has been approved.

Hon. Mrs. Birch: I think the question Mr. McGuigan asked was about the confusion, as he saw it, of the provincial responsibility in areas such as homes for the aged. Perhaps Mr. Crawford would like to respond to that.

Mr. Chairman: Could you deconfuse some members of the committee if there is any confusion?

Mr. Crawford: The seniors secretariat was not set up because there was evidence of gross confusion. In fact, I think there is a great deal of complementarity and co-operation between programs.

4 p.m.

There are, of course, areas where there is some overlapping and misunderstanding, and

the role of the seniors secretariat is threefold in that regard. The first role is to enhance information giving, so that what may appear to the member's constituents to be confusion is really just a lack of awareness of where the primary responsibility rests with a given ministry. We hope to be in a position to publish material, not only in printed format but through such devices as Telidon, to which the provincial secretary referred yesterday and of which installations are being made in the city at this time.

Mr. McGuigan: Can you give me a picture of Telidon in brief? I am not familiar with all of the systems. It is some sort of satellite, I think.

Mr. Crawford: I shall be delighted to. It is an interactive Videotech system which allows the viewer to observe on the screen and to communicate with the computer centre, asking questions.

When we put on seniors' information we would, for example, be able to have a small TV monitor, let us say in the entrance hall of a public hospital, and someone who has lost his drug benefit card could punch the number for Health and it would show "OHIP premium coverage, drug benefit."

The drug benefit number would be "2" and they would press "2." It would indicate the Zenith line to telephone. They would indicate that they want a replacement card, or a particular medication their doctor has prescribed that is not covered by the formulary, and what number they or their doctor has to phone.

That all flashes up on the screen. It stays there as long as the viewer wants to see it, and you can recall it. You can go back if you did not get the phone number right the first time.

It is the most advanced technology, and thanks to the Ministry of Industry and Trade and the Board of Industrial Leadership and Development program, we are putting seven trial sets in seniors' centres in the Metro Toronto area and hope to expand this in the coming months as the Telidon program increases in coverage.

Mr. McGuigan: Okay.

Mr. Crawford: In this information sharing, we would also consider cable television, which is much more amenable to local programming and to covering events, not only in the centre, but in other communities.

The second function of the secretariat that relates to this issue is to encourage and support some very practical research that might be aimed at identifying areas of overlap within

jurisdictions, or areas in which remedial and preventive programs could be introduced, so that what might appear to be confusion about location of persons in long-term care could be more subject to preventive rehabilitative measures that would allow them to remain at home or to go into day care or geriatric day care.

The third function is really working within the Provincial Secretariat for Social Development, assisting line ministries with the co-ordination of policy development and policy level implementation. This function is directly addressed to all of the other issues that Mr. McGuigan raised that had to do with a single ministry for ageing.

We know that in Canada Senator David Croll first broached the idea and it was not accepted in Ottawa. In the province I believe that the earlier all-party agreement turned aside from the notion of a single ministry and what has been accepted as the recommendation of the task force on the elderly, a copy of which I am sure the members have, and the recommendations of such groups as the Ontario Advisory Council on Senior Citizens, the Metropolitan Toronto Volunteer Bureau and others, that there be a seniors secretariat within the Social Development policy field which would in effect act to bring together all of these disparate and discrete programs and points of view.

Interestingly enough, there is one country in the world that does have a minister, and that is France. Of course it is too soon to be able to evaluate the effectiveness of that position. I was in Vienna at a planning meeting for the World Assembly on Ageing earlier this year, and this was discussed. There were very few other western countries particularly anxious to develop the French approach.

Referring to the Canadian governmental position paper to which the Provincial Secretariat for Social Development and the ministries of Health and Community and Social Services have lent support, along with the other provinces, the territories and the federal government, in the un-public report which will be released by the federal Minister of National Health and Welfare in July, it is not recommended that there be a single ministry in Canada or that the provinces adopt such an approach.

I think it would be fair to say that in effect the provincial secretary is the minister for all co-ordination of policy planning and information giving and has overall responsibility for the ageing in Ontario. In effect the Provincial Secretariat for Social Development is playing

the kind of lead role which the member for Kent-Elgin (Mr. McGuigan) was suggesting.

Hon. Mrs. Birch: It is very appropriate as she begins to age.

Mr. McGuigan: Could I make a quick response? It seems to me to make good sense for us here, but it is a little difficult for the user to sort through all of these. We have people coming in who get lost between ministries. From that point of view I am just pushing the issue. As Mr. Crawford explains it, it certainly does seem to make some sense to us, but it is not designed for us, but for the people out there.

Hon. Mrs. Birch: Have they not made good use of the Guide for Seniors, which is an outline of all the government programs that are available, with telephone numbers? I think we have now distributed over a million copies and that another printing has gone out—in how many languages?

Mr. Crawford: Seven right now.

Hon. Mrs. Birch: Yes. So it certainly is being used; we are always getting requests for more copies of that. People are beginning to use it. Then, of course, they use the advisory council's newsletter, Especially for Seniors, to again point out some of the government programs.

We try to give the information out there and try to get people to read and to use it, but it is awfully difficult.

Mr. McGuigan: The old saw is, "If all else fails, look at the instruction book."

Hon. Mrs. Birch: Yes, that is true.

Mr. Chairman: Are there any further questions to be addressed to Mr. Crawford?

Mr. McClellan: What can you tell us about the new homemaker policy?

Mr. Crawford: I think that there is no reason why the seniors secretariat would be discussing the new homemaker policy.

The threefold function of the secretariat, which I outlined, is not to pre-empt the role of line ministries which have legislated authority to carry out certain functions. The homemaker policy, as it is evolving, rests with the ministries of Health and Community and Social Services. So the real overall enunciation of the policy would perhaps be a trioka approach of the Provincial Secretary for Social Development and her two cabinet colleagues.

The two particular activities that will be the function of Health and of Community and Social Services would not be the kind of area in which the seniors secretariat would play a role

until the policy were in place and the programs implemented. Then it would be one of our responsibilities, I think, to ensure that clear and concise information in English, French and a number of other major language groupings was made available throughout the province, and to the professions and various helping agencies.

Mr. McClellan: You do not see yourself as having an ongoing enabling or co-ordinating role with respect to the development of the policy and sorting out the various problems that will arise once the lead ministry is identified and the two sister ministries start to get into the always difficult business of transferring programs, reshuffling jurisdictions and trying to identify the most appropriate implementation mechanisms?

4:10 p.m.

Mr. Chairman: I hate to interfere, Mr. McClellan, but I do not want Mr. Crawford to feel uneasy in answering questions that may be commenting on a policy. My understanding is that the homemakers' policy has been set up and it may be more appropriate for the minister to comment on it, rather than Mr. Crawford.

Mr. McClellan: I shall just redirect my question to her.

Hon. Mrs. Birch: I would prefer to answer it. As you probably recall, the Minister of Community and Social Services (Mr. Drea) during his estimates in October announced there would be a new integrated program. The program has been responded to by a joint committee of the ministries of Health and Community and Social Services and a policy has been developed. As a matter of fact, consultation meetings have been taking place with those around the province who will be involved in the implementation of that program.

They have had representatives from both ministries meeting with medical officers of health, homemaker agencies such as the Red Cross and the Victorian Order of Nurses, as well as many municipal representatives, and they have discussed the assessment process, the program delivery and the eligibility criteria. There are further meetings planned for the middle of July. We hope the detailed consultations will take place in those areas where the program will be implemented first in the very near future.

Mr. McClellan: When will the policy be released from the closet in which it been languishing for so long?

Hon. Mrs. Birch: It has been there for some time, but I am very pleased with the way it has gone. When the policy is announced—

Mr. McClellan: The question is, when will the policy be announced?

Hon. Mrs. Birch: I think just as soon as they have finished the consultation process.

Mr. McClellan: It might be. It has been going on since 1977.

Hon. Mrs. Birch: That was going on in isolation, separate ministries going their different ways. I think the secretariat has been very successful in bringing them together at the deputy ministers' level and getting a lot of work done very quickly. A new direction has been decided upon, and I think it is going to work extremely well. It is important to note that the consultation must take place with those people who are charged with the responsibility of implementing the program to make sure that everyone is involved and knowledgeable about the process that will be developed. As I indicated, that will be finalized in July some time; hopefully thereafter, the announcements will take place as to the different areas where the program will be implemented.

Mr. McClellan: If I can extrapolate from that, how I would interpret what you are saying is that it is at least possible, if not likely, that the policy will be available some time this fall?

Hon. Mrs. Birch: The policy is there. It is just the announcement.

Mr. McClellan: I am sorry to be talking around you, Mr. Crawford, but this was one of the principal things I wanted to try to clarify during the course of this discussion.

Mr. Chairman: It is not a question of habit, is it, Mr. McClellan, your talking around?

Mr. McClellan: Not around Mr. Crawford, no. I am one of his admirers, as he knows.

We had hoped we could get a clarification. There are a number of agencies that have been in a state of limbo, really since Darcy McKeough made his most unfortunate remarks about the future of elderly persons' centres. There are all kinds of agencies. That is one network that is in limbo as a result of the absence of a clear policy.

Many of the visiting nursing orders, which have traditionally related to the Ministry of Community and Social Services, are finding themselves, quite frankly, stranded as the transitional arrangements are already beginning to be made and more and more of the responsibilities transferred to the Ministry of Health.

Nobody seems to be sitting down with the visiting nursing orders.

Hon. Mrs. Birch: Oh, yes, there is consultation, as I indicated, with VON and the Red Cross. There have been discussions.

Mr. McClellan: One hears that there is considerable confusion. It is becoming quite urgent that this policy get out so that people can start making adjustments and get things under way. I assume that the public health units will be the basic structure for implementing the new policy?

Hon. Mrs. Birch: It is part of the discussion.

Mr. McClellan: It has not been decided?

Hon. Mrs. Birch: I think it would not be appropriate for me to make those kinds of announcements.

Mr. McClellan: One of our difficulties as legislators is that we are scheduled to begin debating the new Health Protection Act next Wednesday or Thursday. We are going to be having hearings in this committee on a new Public Health Act which will serve Ontario for the next generation, and yet we do not have the policy with respect to geriatric care services and homemaker services.

While we know there is a central role for public health units in the new policy, as little clues are dropped from time to time by yourself or Frank Drea or other people, yet we do not know with any degree of specificity how much work public health units are expected to assume or how major their role is going to be. Are they going to be the hub, the co-ordinating centre for a comprehensive community-based geriatric care system or not? Are they going to have a little piece of it?

Not knowing the answers to these questions makes it difficult to deal intelligently with the new Public Health Act. I would hope, and this is the final comment I will make, that the new policy will be available to the Legislature and become public before we begin our clause-by-clause discussion and public hearings on the new Public Health Act, which is scheduled to begin September 7. It really does make it very difficult for us to give an intelligent passage to a major piece of social legislation.

Hon. Mrs. Birch: I am sure when you are doing the estimates of the Ministry of Health, which will be following our estimates, at that time the minister will be able to elaborate more on the policy.

Mr. McClellan: I do not think we will be doing them until the fall.

Hon. Mrs. Birch: Oh, really?

Mr. Chairman: Are there any further questions to be addressed to Mr. Crawford? Thank you, Mr. Crawford. I wish you success with this challenging work before you. You are continuing your response, Madame Minister, to further points that were raised last week.

Hon. Mrs. Birch: I would like to make some response to Mr. McClellan. He questioned yesterday the number of beds being created for ex-psychiatric patients in Metro and referred to the need identified in the paper, *The Housing Gap*. Although I do have some information and comments, I would suggest with the 23 hours the Ministry of Health has for estimates that ministry could go into more detail because it is more familiar with the daily operations of the Ministry of Health.

4:20 p.m.

I do have this information for you. The Ministry of Health indicates that the following additional places have been approved for ex-psychiatric patients in Metro Toronto: Regeneration House, 14 beds; East General Hospital, 10; Progress Place, 12; House Link, 15; Scarborough Community Housing Alternative, 4; and Chai-Tikvah, 10, for a total of 65 beds. This is in addition to the 40 places at Dewson Private Hospital, which we know is a problem—

Mr. McClellan: We cannot count those.

Hon. Mrs. Birch: —and 26 homes with special care beds in a number of locations in Parkdale, for a possible total of 131 additional places. In addition to that, the ministries of Health, Community and Social Services, and Municipal Affairs and Housing are working with Metro social services and with the Supportive Housing Coalition to address the specific needs at Parkdale.

This three-month study will answer a number of questions regarding the Parkdale area, including the need and the numbers, which are very difficult to assess, shelter allowance and the use of hostels. With reference to the city of Toronto and the Supportive Housing Coalition report, *The Housing Gap*, we received a copy from the Ministry of Health only this morning, so it is very new to us.

There is no indication whether this report has been submitted officially to the Ministry of Health, but it does recommend the following: an increase in the number of supportive housing beds in Metro; co-ordination of support services to ex-psychiatric patients in the community;

improvements in income maintenance, including increases in allowances and shelter rates; streamlining resident requirements; and medical reports as far as the Family Benefits Act is concerned.

It also goes on to recommend enrichment services for hostels, establishment of a community crisis facility and the development of better data collection. This report reflects to a considerable degree the earlier brief we saw from the Supportive Housing Coalition. Each of these areas has been discussed with the Supportive Housing Coalition and the interministerial task force as part of the ongoing consultation, and they are all under consideration.

The interministerial task force is, and has been for some time now, looking at some of the recommendations submitted to it by the Supportive Housing Coalition group.

Mr. McClellan: Just so I am clear, the task force did not have The Housing Gap report, but it does now?

Hon. Mrs. Birch: It has just been submitted, yes.

Mr. McClellan: Good.

Hon. Mrs. Birch: I think any further questions would be more appropriately asked of the Ministry of Health during its estimates.

Mr. McClellan: I think our exchange, if nothing else, has served to bring The Housing Gap report to the attention of the task force. It has been quite worth while because I have the sense that the Toronto Board of Health, particularly the new medical officer of health, has a good understanding of the problems both in relation to inside the hospitals and what happens to people after they leave the hospitals. I think the recommendations of that report deserve a lot of very close attention.

Hon. Mrs. Birch: I am sure they will receive it. This has been a very active group that is chaired by a member of our secretariat. They have made every effort to invite those who are interested to have consultation in this whole area and hopefully to come up with some solutions.

You asked when would we have more long-term beds for the elderly and why there is no chronic home care program in Metro. Again, I would suggest for further information asking the Ministry of Health. There are 38 home care programs in Ontario. At least 24 areas have a chronic home care program, including the regions of Durham and Peel, which were just announced last week.

The Ministry of Health is actively working towards having the programs in place in the remaining 14 areas before the end of this fiscal year. I would like to note that the original intention was to have the chronic home care programs in place by the end of 1982. This has only been slightly delayed, by three months, so I do not think we are too far off schedule.

It may seem like a long time coming, but when a program of the magnitude of the chronic home care program has been developed over just a three-month period, I think we have done extremely well.

Mr. McClellan: One of the things I had asked for and had been promised but have not been given is a statement of plans, together with the schedule and timetable for the implementation of long-term chronic care beds by category. The minister had indicated that this was almost ready to be made available, but that was a month and a half or two months ago. I do not know whether the secretariat gets into that kind of work.

Hon. Mrs. Birch: After policy is established, that is the responsibility of a minister.

Mr. McClellan: But the policy is obscure. The policy question is, where will these beds be located?

Hon. Mrs. Birch: Again, a lot of that is dependent on the advice of district health councils. They report to the Ministry of Health, not to the Social Development secretariat.

Mr. McClellan: On the fundamental policy, surely there is a role for the secretariat in working out the fundamental question, which is, how will long-term care beds be provided? Who will provide them? I am not talking about this specific nursing home in this particular community.

Will there be a major reliance on municipal homes for the aged and charitable homes, or will the freeze continue? Instead, will there be a major reliance on private-enterprise nursing homes, on chronic care hospitals, on the development of chronic care beds within our general hospitals, or some permutation and combination? There is no coherent policy in this province with respect to the development of long-term care beds for the old.

Hon. Mrs. Birch: There is a policy. It is a policy of deinstitutionalizing as many seniors, keeping them in their homes as far as is possible.

Mr. McClellan: I am aware of that. That is not what I am talking about. I know what planning is taking place with respect to that and I think I

understand the work the secretariat is doing in that direction. We were just talking about that a few minutes ago in relation to the homemaker policy. The question remains for that group of the population that requires residential accommodation.

Assuming that we successfully implement a comprehensive geriatric care system in the communities, people will still have in their final years a need for long-term residential care.

Hon. Mrs. Birch: Absolutely.

Mr. McClellan: Right. The question is, who is going to do that? How is it going to be provided? Which is the lead ministry? Is it the Ministry of Health, the Ministry of Community and Social Services or the Ministry of Municipal Affairs and Housing, and what is going to be the program that meets the need?

At this point, as I say, there is no coherent policy. Various parts of the Ministry of Health are proceeding in various directions simultaneously. The Ministry of Community and Social Services is in the middle of an improvement program which has the result of improving the quality of accommodation within our municipal and charitable homes for the aged, but reducing the number of beds in the process, and there is a freeze on new beds, so we are not making very much progress.

In the meantime, hospitals in many communities are all jammed up because occupying active treatment beds are all kinds of patients who cannot be moved into nursing home beds or homes for the aged beds or chronic care hospital beds. No one seems to have a handle on this. I raise it here because I think there is a logjam and a useful role for the secretariat in trying to bust it loose.

Hon. Mrs. Birch: Certainly, through the task force on ageing and some of the recommendations that were presented to us, the implementation committee are under way with a view to implementing those recommendations over the next two years.

Recommendation 4 says the province should continue to support alternatives to acute hospital care, with priority on long-term care and community services. Ministries: Health; Community and Social Services; Municipal Affairs and Housing.

The status of that particular recommendation at the moment is that a report is to be made by the Ministry of Health on the current planned program activities since 1980, documenting major policy program changes, clients served

and dollars required, as well as a review of future requirements, examining the existent 65-plus health resource projection and developing a most reasonable projection, based on the most current up-to-date information, as well as an analysis of future implications of the projections.

That sounds like a lot of—

4:30 p.m.

Mr. McClellan: Gobbledegook?

Hon. Mrs. Birch: Yes, it does, but again we are aware of the problems.

For instance, the Minister of Community and Social Services (Mr. Drea) is anticipating a report on homes for the aged which has been done on a provincial basis. That will be forthcoming.

There are other studies that have been under way in the whole area of residential services and the growing needs of seniors, as more seniors, through the care that is being provided, are able to stay in their own homes until— The average age now, I believe, for a senior entering a nursing home is about 85. When they do reach that age and are required to go into a nursing home or some other facility, the level of care is quite a bit higher than it would normally be. There is that ongoing study.

As well, there is the report I mentioned on the homes for the aged in their provision of long-term institutional care, which is being done by Community and Social Services. It is examining the problems those homes have in providing extended care for elderly people who do require this very special nursing service. The Ministry of Community and Social Services and the Ministry of Health are experimenting with an approach to collecting data on the resident care levels and will commence field testing of this particular method. As a matter of fact, it began this week.

So there are many indications that there are different levels of care; there are different kinds of care that have to be provided, always keeping in the back of our minds that what we are attempting to do is to lower the level of institutionalization for seniors. We have been able to accomplish a reduction from an eight per cent level down to seven per cent, which I think is probably an average.

At the same time, we are trying to bring on these programs and support services in the community. What we do not want to do is to get in the position of building a lot of institutions if we can avoid that by providing what I think are

the more humane approaches through chronic home care programs and homemaker and home nursing services. It is awfully difficult to bring them all on stream at once, but we recognize that there is a growing need and a growing concern and that is why we are quickly moving to implement the chronic home care programs across this province.

Mr. McClellan: The problem is that you have posed the two programs as though they were exclusive rather than complementary.

Hon. Mrs. Birch: They are complementary and that is what I said.

Mr. McClellan: The focus of government attention over the course of the last seven or eight years, ever since the residential services report, the Anderson report, has been on the development of community based, anti-institutional services. In the meantime, there has been a kind of crazy freeze—I withdraw the word “crazy.” There has been a freeze on the development of additional long-term residential care facilities. Part of the reason for that is that there remains tremendous confusion as to what kind of long-term care facilities we ought to be providing.

I really think there is a tremendous policy vacuum in this province. We are all of a sudden discovering, in 1982, that the average age in the municipal homes for the aged is no longer 65, it is 85.

Hon. Mrs. Birch: We have known that for some time.

Mr. McClellan: Yes, but we have not done the kind of planning—

Mr. R. F. Johnston: They have renovated the homes.

Mr. McClellan: They have renovated the homes; they adjusted the funding formulas so that the homes can provide the requisite level of care. We have not made the discrimination in our funding formulas between different levels of nursing care required for different populations, backed up by different funding formulas.

Hon. Mrs. Birch: I think I suggested to you that is under way at the moment.

Mr. McClellan: Yes. I am just trying to communicate a kind of urgency around giving that some real status, the same kind of—God, what an awful thought. I was going to say the same kind of priority that was given to the development of a homemaker policy. Perhaps we have learned something around the development of the homemaker policy so that at least

it would have the same degree of attention and priority, and perhaps it would happen even more quickly. It could not happen any slower. It is coming out this fall.

I am not being facetious. I think there is a need to knock the two ministries together in the same way that was done around the homemaker policy and to develop a coherent policy with respect to long-term care.

The existing stuff is totally ad hoc, unplanned, and unco-ordinated. It is really causing tremendous problems. When you go into a community like Peterborough, that I mentioned in my leadoff, you can see very starkly what the scenario is going to be like if we do not come to grips with this problem. It will be like that right across the province.

Hon. Mrs. Birch: I am sure that, Mr. McClellan, you would be the first to appreciate that it is not just simply a question of government deciding on a policy. There are a lot of people out there who are responsible for providing the programs, making a policy work.

You would know that if you do not consult or bring those people together, and get them thinking along the same lines as the rest of the people who are interested in making or bringing about change, it is just not going to work.

I think that if it takes more time in the beginning to get the policy well established in everyone's mind, and to make sure we all know the direction in which we should be going, it is worth it. It is time well spent.

Mr. McClellan: The time thing is, in a sense, peripheral. The key thing is the amount of priority the problem is given and I do not have a sense that this problem has priority.

Dennis Timbrell announced his magic bed-population ratios and tried to take money from active treatment beds to convert to chronic care beds. It did not work; it has not worked. In the meantime, Community and Social Services has a freeze on the number of beds, and the Ministry of Health does not seem to be able to get money for additional nursing home beds.

The thing is not working at any level and it is on an ad hoc basis. There is no policy framework that would indicate what our needs are by the year 1985, 1990, 1995, or what our projected population is going to be, or what ministry is responsible for providing the accommodation.

Where are the programs—level 1 nursing care, levels 2, 3 and 4—with the different funding requirements built into the levels of care? Where is the new legislation? None of that stuff even exists. I do not see where it has the

capacity to emerge, at this time, in your secretariat. I do not think it is there yet.

Hon. Mrs. Birch: I think it is moving along.

Mr. McClellan: No, it is inching along.

Hon. Mrs. Birch: No, I think it is moving along fairly quickly. We are the ones who are concerned about the changing population. We have asked for a demographic study.

When we were aware of the changing population needs we asked for a task force on ageing to be established. They came back after some very good, extensive work and all their recommendations were accepted.

We put an implementation group together immediately involving all the ministers concerned. Within each ministry is its own group which is working on those recommendations. I just do not see how it could move along any more quickly than that because there is a great deal of consultation to be done outside of government.

I honestly believe that we have a focal point of 1985 for having most of these recommendations in place, and I think it is moving along very quickly. It is a very responsible way to do it.

Mr. Boudria: Could I ask a supplementary, Mr. Chairman?

Mr. Chairman: We are in the middle of a response. I hope we would get into questioning the minister later on.

Would you like to respond to the specific questions, so we can start questioning you on the various items, and then go on with supplementary?

Hon. Mrs. Birch: Mr. McClellan's last question asked when we were going to do something about pension reform: specifically, when the income of single, elderly persons will be raised.

I would just like to respond by reminding him that in April the Premier (Mr. Davis), at a joint meeting of the Toronto Society of Financial Analysts and the Toronto Association of Business Economists, noted that the Treasurer (Mr. F. S. Miller) had advocated a three-step approach to the issue of pension reform.

4:40 p.m.

First, we would ensure that the problems of the existing elderly, particularly the single people, can be taken care of by adjusting income guarantees from the guaranteed income supplement and through provincial programs such as the guaranteed annual income supplement.

This would be a main priority in our own pension reform efforts. In this instance, gov-

ernment alone has a responsibility and also the resources to solve it.

As a second phase, we would work to reform voluntary pension plans. Their current problems are all too familiar: inadequate coverage, poor portability, insufficient inflation protection and inadequate survivor benefits.

As a final phase, we would assess the problems that reforms in phases one and two fail to solve. Then, and only then, we would look towards the Canada pension plan or mandatory pension plans as solutions to these remaining problems.

I might add that all those issues are being considered at the moment by government. I think that those are issues being addressed. They certainly are concerns.

Mr. McClellan: There was total consensus within the select committee on pensions on the reforms that are necessary to the private pension system. It was not even a subject for controversy between the three parties. We could have had an agreement within the first week and a half, I think.

That report came in last fall. It has been passed by the assembly. There has been no action of any kind whatsoever from the government—nothing.

On the second point, the adjustment of the Gains single rates: again, the committee agreed to that right away, without any contentious debate. It was passed by the assembly in its first report. Again, no action from the government.

Now we get this obfuscation from Frank Miller and it is not going to wash. As a government you are not going to get away with it. The private pension reforms are 15 years overdue; you cannot keep dragging your feet on that. You are just not going to get away with it.

Hon. Mrs. Birch: As you will appreciate, it took—how many years for the commission to come up with their recommendations? Certainly the select committee has responded to them, but it is something that just cannot be enacted that quickly.

Mr. McClellan: Sure it can. You did not hear what I said. The major recommendations of the select committee in its first report—Mr. Gillies will testify that I am not exaggerating—were unanimously accepted as almost inevitable.

There was not a lot of discussion or dispute about the major reforms that are needed with respect to vesting, portability, etc. We could have had the legislation into the House last fall,

out, passed and proclaimed by now. Now there is another session gone and no legislation.

The Treasurer is saying, "This is a priority issue for us and we are going to start with reform of the private pension system." Who is kidding who?

Mr. Gillies: In fairness, Ross, we were still debating the final report two months ago. I know it did not happen—you are absolutely right, there was consensus on the reforms we recommended in the private pension industry. The possibility did still exist though that the final report would override or alter some of the recommendations in the preliminary report. Like you, I look to it—

Mr. McClellan: Nothing happened with respect to those five or six reforms to private pension, you know that.

Mr. Gillies: As I say, it did not happen, but I think it was always possible in view of the January hearings that we may have changed our opinion on something.

Mr. McClellan: That legislation could have been drafted by Wells Bentley in half an hour and given to the appropriate ministries for presentation.

I am not exaggerating. It could have been drafted in half an hour by the superintendent of pensions and presented to the appropriate ministries for presentation to the Legislature. There was no objection anywhere in this House, and it would have been in force by now.

Even the private pension industry is calling for these reforms. When this kind of delay takes place, the credibility of your Treasurer with respect to his interest in pension reforms is subarctic. That is something for you to think about.

Mr. Gillies: I do not want to draw out the arguments.

Mr. Chairman: Your point has been made, I think.

Hon. Mrs. Birch: I have just one final comment for Mr. McClellan. Yesterday he raised the situation at Peterborough hospitals. I am sure he has had the news release from the Ministry of Health today.

Mr. McClellan: No, I have not.

Hon. Mrs. Birch: A facilitator has been appointed in Peterborough to assist in the co-operative redevelopment of the Peterborough hospitals. That was announced today by the Honourable Larry Grossman and House Speaker John Turner. Mr. Clayton Krug is

being appointed under the Public Hospitals Act and is a member of both Peterborough hospital boards and a former chairman of the local district health council. He has been appointed to help in the redevelopment of the hospitals.

Mr. McClellan: Is there an announcement about the deficit at St. Joseph's General Hospital?

Hon. Mrs. Birch: I do not know if it goes into that or not. I will send it over for you.

Mr. McClellan: It is about \$600,000.

I am sure it is up in my office, I just have not had a chance to check. At any rate, it also coincides with Bob Rae's visit to Peterborough.

Mr. Boudria: Bob who?

Mr. McClellan: Bob Rae arrives there tomorrow morning. That is wonderful timing.

Mr. Sheppard: Where is his riding?

Hon. Mrs. Birch: Maybe he is getting one in Peterborough.

Mr. McClellan: If the money is not there for St. Joseph's hospital, that announcement is not going to be worth a toot.

Mr. Chairman: Are there any further questions? I am sure we are all intrigued about the constituency the leader of the New Democratic Party is looking for.

Mr. McClellan: It just shows what effective opposition will do, Mr. Chairman.

Hon. Mrs. Birch: That concludes my response to Mr. McClellan.

Mr. Chairman: Thank you. I have two questions listed, Mr. Sheppard and Mr. Boudria. We are about to begin the first vote, social development policy program.

Mr. Kells: Mr. Chairman, just before that, can I pose a question on the opening remarks? I am sorry I did not do it yesterday.

I do not like to bring constituency problems to estimates. I have watched Mr. McGuigan do it quite often and I thought maybe I might learn something here. It is on page 12 and it deals with the statement in which you say, "I feel the most significant initiative on behalf of disabled persons was made by the Ministry of Health, which as of July 1 will be providing selective assistive devices for disabled children and young adults."

Around April 6 I received a letter from a constituent who has to rent a device known as an apnea monitor for \$89.50. As she says in her letter, she is of a low-income family and she inquired about government assistance. On April 15 I sent the letter over to Larry Grossman and

asked for any information and if legislation could possibly be considered in this regard.

The Ministry of Health and Larry wrote directly to my constituent and said the apnea monitor would be considered—

Mr. Boudria: Instead of writing to you?

Mr. Kells: Yes, but you have to understand these things. We are a majority.

Mr. Boudria: Maybe that is what happened to my letter too. He did not reply to mine yet, either.

Mr. Kells: I got a copy. In the body of the letter it informed the lady that the apnea monitor would be considered prior to July 1 and suggested that staff of the assistive devices program be contacted and gave a phone number.

4:50 p.m.

I took it upon myself to contact the staff and I was given four names. I discussed the apnea monitor with one of the staff, a Mary Spurrell.

Hon. Mrs. Birch: What is an apnea monitor?

Mr. Kells: You know the babies who die of crib death? It is a monitoring device that warns the parent. It is a lifesaving device if you have one of those children. I cannot overemphasize the importance. Low-income families have no alternative but to rent this lifesaving device for \$89.50.

After I discussed it with the assistive devices program people they said a declaration would probably be made on July 1 and this device would likely be included. So I phoned my constituent and made her aware of this. She was very pleased. I also asked Mary Spurrell to let me know exactly what transpired in that regard.

Before I could get an answer, hopefully the positive answer, someone at the Ministry of Health wrote the constituent directly again, and did not send me a copy. They informed her it would not be July 1 and now—

Mr. Boudria: Imagine, if they do that to a Tory, what they would do to us.

Mr. Kells: You are a busy bird, aren't you?

Now it was not even a sure thing that the apnea monitor would be included in the the 75 per cent subsidy program. So I wrote Larry again on June 16 and went through what I am going through with you today and said I fail to see—and I do fail to see—why in this assistive devices program, with four staff at least to contact other people, this apnea monitor could not have been considered. I could not see why I

could not have received some kind of positive approval.

I would like to bring it to your attention because you mentioned it in your speech. I would like you, if you would, to make a small investigation on my behalf to see, if this is going to be included, why this could not have been arrived at by July 1. We do have enough government; we do have a big enough budget in the Ministry of Health; we now have a program and we have promised legislation of some kind. I just would hope something as important as this in relation to a low-income family might not receive some positive consideration.

Hon. Mrs. Birch: As you can appreciate, there were many additional assistive devices and other helpful aids for the disabled that were not included at that time. A steering committee was put together of people outside government who are involved in programs for children and young people to study the situation and look at some of the other aids that might come on stream as of July 1 when the program begins to operate. They will be coming along with recommendations to add to the list originally designed to come on stream by July 1.

I am not sure what additions they have made to that original list at this point, but I would be very happy to check with them and find out.

Mr. Kells: The lady in the assistive devices program said almost the same thing. I have witnessed fairly in-depth television programs on crib deaths and devices that are on the market. This monitor did not seem to be, if you will, some rare device. It must be fairly acceptable and if people in need are paying \$89.50 they must have some faith in it.

I am really not in the business right now of comparing the apnea monitor need to some other aid for the disabled. I do not think that is the exercise at all. In the areas where the subject matter has received intense investigation over the years the monitors are a proven aid. I do not know whether we are dealing with 1,000 situations in Metropolitan Toronto, it just seems to me that the longer you leave it with a small-income family, the more hardship you are putting upon them. I would not want to think they would reach a point where they would discontinue renting the device.

Hon. Mrs. Birch: I think it is a fairly new device too, and it is being evaluated at the moment as to its accuracy. I think that is probably all part of the ongoing evaluation of the program. I will be very pleased to—

Mr. Kells: I am not trying to be provocative but, accurate or not, it is a device. If you have a better one, tell them.

Mr. Chairman: I think all Mr. Kells probably wants, and has stressed, is your intervention or assistance in this matter: if you could do it as urgently as possible, before July 1.

Mr. Sheppard, I believe you had a question on group homes.

On vote 2801, social development policy program:

Mr. Sheppard: Mr. Chairman, I would like to ask the minister on what criteria people are chosen to head these group homes.

The reason I ask you is that, in my particular area, a chap applied for a group home and he was turned down, but then another licensee came along and he is working under him. I was just wondering why.

How many group homes can one person have? Can he have several, or as many as he wants, or what?

Hon. Mrs. Birch: Again, it depends on the person himself, the kind of program they are providing, and the need of that particular program in a given community.

Without any more specific information on that particular instance—I do not know what the background is, why he was not allowed to operate the group home. I would feel very strongly that perhaps the ministry people responsible for the program, or the children's aid society, did not feel he was qualified to take on that sort of responsibility.

Mr. Sheppard: Yet someone else can come along and they license him. Of course the original applicant is not directly responsible to the children's aid society, but indirectly he still is. It is kind of a mystery.

Hon. Mrs. Birch: It is a mystery to me and I would not be able to respond unless I had some more specific information about it. I really do not know.

Mr. Sheppard: How many group homes do we have in Ontario? Have you any idea?

Hon. Mrs. Birch: We have the municipalities, but I do not have a breakdown on the specific numbers of group homes.

Mr. R. F. Johnston: How many municipalities now?

Hon. Mrs. Birch: There are 1,300 group homes in the province. We have 77 per cent of municipalities, representing about 48 per cent of the population of Ontario, which have devel-

oped group home policies. Are you interested in which municipalities they are?

Mr. Chairman: They are listed on page 23 of your brief.

Mr. R. F. Johnston: I am interested in the restrictive nature of those group home policies.

Hon. Mrs. Birch: They all vary, as you well know. I think, in fairness, they have accepted group home policies. They are making some headway, although perhaps it is not the kind of policy we would have envisioned, which would be an open policy.

However, they are coming along. We are, I think, showing a great deal of progress. Again, I think it is to our advantage to continue encouraging municipalities.

At the moment, we are developing an awareness program, an educational program, at the request of municipalities, ratepayer groups and other interested people, in order to help with some of the misunderstandings that seem to surround the whole group home policy. That program has been approved, and I hope within the next few months we will be able to get that out and to encourage more municipalities to provide what I think is their responsibility, to provide for the people in their community.

Mr. R. F. Johnston: It is a continuing and roundabout kind of discussion we always have. We agree with you that it is their responsibility. We also agree with the belief that you should make it mandatory.

We do not believe that you should take months and months to make Timmins understand that group homes are not a dangerous thing, that there are group homes there for kids. It is irresponsible for you as a government to allow communities to be left without the services that kids in their communities need.

I did not mean to interrupt the honourable member, but the group home policy of the ministry frustrates the hell out of me. It is so darn slow.

5 p.m.

Mr. Chairman: Are you reinforcing the honourable member's comments?

Mr. R. F. Johnston: This member over here? Yes.

Mr. Chairman: Do you have any further questions?

Mr. Sheppard: Not at the present time, Mr. Chairman.

Hon. Mrs. Birch: If the member would like to give me more specific information on that

particular issue then we could make some inquiries and find out just what the problems are.

Mr. Sheppard: I shall do that, Madam Minister.

Mr. Boudria: I wanted to discuss—

Mr. Chairman: I had him proceed before you came in, Elie. Fair is fair.

Mr. Boudria: Can I proceed?

Mr. Chairman: Yes, you may.

Mr. Boudria: In response to an answer from the minister to Mr. McClellan on the institutionalized elderly, I had a question.

In many of the rural areas across Ontario there are what I consider a fair number of senior citizens in various kinds of institutions. I am not specifically referring only to nursing homes. That is not really the best place where they should be, in many cases.

As you know, Madam Minister, in rural areas we do not have all the facilities that some urban areas have, although of course we recognize that there are critical shortages there as well. The problem is the following.

Many people are living in institutions because there is no adequate rental housing for the elderly. What kind of co-operation is there between your ministry and the Ministry of Municipal Affairs and Housing?

You are crossing the line between an area that is in the social development field and an area which is not. On the other hand, the fact is that senior citizens' apartments of any kind are not available at any price in many rural communities, villages and towns. Because those facilities are not available, it is your ministry that has to pay a much higher bill to take care of the people in these institutions.

As you can appreciate, the elderly in various areas of Ontario do not particularly want to move away to a large city, 50 or 100 miles away just because they could live in an apartment. They want to remain in their own little town, village, smaller city or smaller urban area, in an area they are familiar with.

One of the problems they have, of course, is that they are no longer well enough to take care of their own three-bedroom bungalow, but they are certainly not in the kind of physical condition that requires them to be in an institution of any kind. They would be very well housed in a one-bedroom, small apartment of a type Ontario Housing are constructing. They are all very good, except that there are not enough of them.

The side effect of it is that your ministry ends

up footing the bill, either directly or indirectly, through the municipalities when the elderly are in boarding homes because there is not available what I consider a proper kind of housing for them.

Hon. Mrs. Birch: One of the recommendations of the task force on ageing was to encourage co-ordination of local planning for the elderly. As a result of that, we have three lead ministries involved in it: Health, Community and Social Services, and Municipal Affairs and Housing. They are doing an assessment of innovative approaches to provide that kind of help and care to the elderly within the province, and particularly in the remote areas of northern Ontario, which gives us a great deal of concern, as well as the rural areas. That is all in place.

Studies are being done to see what kind of approaches can be made to provide the elderly in those specific areas with the kind of accommodation and community support services that are required. The housing is important, but chronic home care, homemaker and home nursing services are as well. Those are all coming along. We are well aware there is a tremendous need.

Mr. Boudria: Many of your beds are used by a certain number of people who could be and want to be housed elsewhere. If that was done, your system would not be taxed nearly as much.

You are saying all these studies are being done, but I think it is a well-known fact—I am sure the member for Sudbury East (Mr. Martel) would agree that in certain outlying areas in his constituency the problem is that you are either well enough to live at home in your own house or the next step is living in an institution. There is no in-between step in any way, shape or form, at any price.

In some of the towns in my own constituency there is no such thing as an apartment building. They just do not exist. We are now constructing some of them, but there should be a massive push in building senior citizens' housing units. They are built at what I would consider a relatively modest cost compared to other kinds of care. People are generally very comfortable in them as long as their health does not deteriorate too much, and it would ultimately free up some of your other care facilities for patients who do need the facilities right now.

Hon. Mrs. Birch: I think the recommendations spell out the problem, because there has to be local planning to provide for those needs. That is the kind of encouragement being given

to local communities; to come forward with innovative approaches to meeting the needs of the elderly in the small rural areas as well as the more remote northern areas. We have a couple of examples of unique planning in the north when you think about what we are planning to have happen in Espanola.

Mr. Boudria: Is that the senior citizens' complex that has been promised three times by John Lane?

Mr. R. F. Johnston: It cannot be the same one. It must be a different one.

Hon. Mrs. Birch: The closing date is there. The proposals have gone out and I hope it goes forward. I think the ball is in the municipality's court at the moment. All of the ministries involved have provided their share of the money and they are waiting for the municipality to agree to proceed. I think it is great—

Mr. R. F. Johnston: Will Mr. Lane get another chance to announce it?

Hon. Mrs. Birch: It seems most appropriate. It is a unique and innovative way of providing for seniors. That is the kind of thing we would like to see more communities coming forward with.

Even that would not be adaptable to other areas. Each community has its own unique approach, depending on the numbers of elderly in that community and the kinds of support services already available there. It goes back to the recommendation that there should be more local planning done in conjunction with the ministries.

Mr. Boudria: In that respect though, specifically as it deals with senior citizens' housing apartments, there is no longer a municipal contribution towards the cost of building these things.

One of the municipalities in my riding, the one on which I was on municipal council, is building one of those units, but there is a need for another unit in a different village in the same place. It is planned. The land is even bought by the municipality, but until the provincial government supplies the bucks, you can plan all you like but it is not going to do much good.

In the area I live in, it is not the planning that is short as it is the dollars available. There is no municipal contribution, so it is the provincial dollars available towards such projects that is stalling the area right now. It is not the planning steps as you suggest.

Hon. Mrs. Birch: Would you not agree that when there are no bucks involved there is often

not a great deal of thought given to the real needs or sometimes their perceived needs? I can think of a small town I am very familiar with which overbuilt. They found themselves in the embarrassing position of having more apartments for seniors than they could possibly fill.

5:10 p.m.

They advertised it in a local area and finally opened it up to families because they just could not find the seniors. You have to be very cautious. I sit on the Management Board and not one week goes by where there are not senior citizens' apartments being built somewhere in this province; not one week.

Mr. Boudria: I do not want to take the rest of the day on that particular point, but I just want to re-emphasize the requirements to qualify for one of these buildings; the requirement to provide the municipal housing statement which identifies the need and all those other steps required to reach that end. It would be very difficult to overbuild now with all of the requirements municipalities have to provide proof of need to the government in order to qualify.

They may have been a little bit too generous in certain areas at one point and an area was overbuilt. I do not know where that area is, but I guess it is possible; it is not in my riding.

Hon. Mrs. Birch: No, it is in southwestern Ontario.

Mr. Boudria: On the whole area of residential facilities, the Ontario Social Development Council brought me this report today or yesterday and I just want to know if the minister has received this report. It is called Adult Residential Facilities: A Provincial Perspective. I understand they either will present it or have presented it to cabinet. Do you have any comments to make on it?

Hon. Mrs. Birch: I have received a copy of it. It is being reviewed and our response will be available very shortly.

Mr. Boudria: Do you intend to meet with this group?

Hon. Mrs. Birch: Yes.

Mr. Boudria: Has the date been fixed yet for that meeting?

Hon. Mrs. Birch: I do not think a date has been decided yet. We have very busy times just at the moment.

Mr. Boudria: That is exactly my point. In telephoning our party, and possibly the third party as well, one of the things they were saying

is it was a little frustrating and a little difficult to get to meet with members of the government.

I would just impress upon the minister that this group is very serious and quite adamant. If you can do whatever you can with the other ministers to impress upon them the importance of meeting with them at their earliest possible convenience they would appreciate it, and so would we.

Hon. Mrs. Birch: That message has been conveyed to them long before today.

Mr. R. F. Johnston: When did they first approach you?

Hon. Mrs. Birch: I received a letter from them about the middle of May setting out a day and a time when it would be convenient for them to meet with the cabinet committee on social development. The cabinet committee on social development has five ministers and this is a very busy time for most of them.

I responded that it would be rather difficult to establish such a meeting. We have been in contact with them since. They know that—

Mr. R. F. Johnston: It was over six weeks ago now.

Hon. Mrs. Birch: I do not know about your date book but mine is filled up very much in advance. When you receive a letter from someone who specifies not only the day, but the time they are prepared to meet with you, it is not always convenient. I have relayed that message to them and said we will meet with them at our earliest convenience.

Mr. Boudria: In any case, I just wanted to reimpress this upon you and to stress this is important and that they are looking forward to meeting with cabinet. In the reply you made to the member for Bellwoods (Mr. McClellan) when you were discussing pensions, what kind of success have you had, Madam Minister, in impressing upon the Treasurer the need to adopt the child-rearing drop-out provision of the Canada pension plan for Ontario?

Our province is the only one that remains a stumbling block in having this adopted throughout the country. We have more than one third of the population and we have a veto on any changes to CPP. Maybe you do not want to comment on what the success has been in getting anything specific from the Treasurer, but do you anticipate your government will move on this or is this decision frozen for a long time?

Hon. Mrs. Birch: You will be well aware of the government's movement in that direction at

the appropriate time. At the moment I cannot tell you what it will be or when it will happen.

Mr. Boudria: So you cannot say whether you intend to move on this or if ever you will?

Hon. Mrs. Birch: I cannot say when we will be prepared to move on it.

Mr. Boudria: I have two more questions and I will ask them all now, Mr. Chairman, Then I will be finished if that is okay.

Mr. Chairman: Sure, go ahead.

Mr. Boudria: In your reply, and in various members' questions, mention has been made about the concern we have for the elderly, especially single women beyond age 65.

I have another concern, which is another age group, again of women. I have seen many of them in my constituency office. It is a problem which puzzles me. I do not know what to do about this and I do not know if any government agency or group has ever addressed this. That is the problem of women roughly between the ages of 40 and 60.

I have a problem in my area, and I am sure many of the members, especially the rural ones, have the same phenomenon. We have people who are beyond the age of 40, women who have become widowed or made single by whatever means. Many of them are now—or always were, in rural areas, unfortunately—functionally illiterate, or close to it. Many of them have never worked outside the home, have never even made a bank deposit.

Those are real people. They come into my constituency office and they just do not know how to do many of the ordinary things that we would expect everyone to be able to do. They are almost functionally paralysed in the handling of everyday things. I would say they are about as helpless as children who have become orphans at the age of six.

It is a very unfortunate thing. They are probably very capable of making cookies and things like that—and I do not want to detract from the importance of those things; I am not against motherhood, and I want you to know that.

However, I am very concerned about this problem, because I see them come into my office. They become permanent welfare recipients. There is just nothing for them to do. Of course, there is no employment. Even if there were, they probably would not be qualified for it, because they are unable to do so many things.

I am sure that some of the members who represent ridings with a certain amount of

ethnic population probably have that same phenomenon: women of that same age who perhaps have not yet mastered one of our two official languages. Their problem is similar.

What has been done to address that? It is not a question that has a very easy answer, I guess, and you cannot pull out the answer in a book and say, "This is exactly what we are going to do."

It is a very complex thing. I have seen it so many times in my short period as a member of this Legislature. It really puzzles me. I just do not know what we are going to do with that problem.

Hon. Mrs. Birch: The Young Women's Christian Association has implemented a program to help women experiencing those extremely difficult problems that you are suggesting, but that of course is not a province-wide program. I think it is only here in Metropolitan Toronto.

It is an attempt to help women in those kinds of positions who perhaps have never worked outside their homes, who have language difficulties, who have no skills. I do not know how successful it is going to be, but I can appreciate that it is a growing problem.

How do we tackle it? You know the schools; unless you have some kind of formalized training program—but if they have difficulty with the language to begin with, I do not know.

Mr. Boudria: It almost requires a societal change of view on many things. For instance, why did those people, in many cases, even forget how to read and write? Why did they not learn how to do some of the basic things that could assist them on their own—having a driver's licence in a rural area, for instance?

They do not have even those basic requirements and there is almost an educational process required for them.

I understand what you are saying about the YWCA here in Toronto. That does not do very much for the person living in Hawkesbury, or in any other small town or rural area.

Hon. Mrs. Birch: No, it does not. One would hope that if there were a really pressing need for a program to help a great number of women in any given area, the local community would recognize that.

Through night school training or volunteer organizations—I found that when I had one or two very difficult situations of women in that area who did not even have the confidence to go

out and ask for employment because they had never been put in that position—

Mr. Boudria: Exactly.

Hon. Mrs. Birch:—one of the best ways to get them involved is in voluntary programs, where they at least have some exposure to meeting the public, being with people and speaking out. I know there are a lot of people who would not be interested in doing that, but in several cases I have found that to be extremely helpful.

5:20 p.m.

Mr. Boudria: I do hope that, if the YWCA program you say is just starting now in Toronto is successful, there will be an effort on the part of your secretariat, your ministry, to try to assist, co-ordinate or start similar programs in other areas of Ontario.

I see that as a growing problem. We know that the longevity of women has increased tremendously over the last 30 or 40 years and that is possibly one of the reasons why there is this big change in that area.

I would suggest to the minister that most people who are alone at that age are women, because they live some eight or nine years longer than us fellows on the average, and there are bound to be a lot more of them. If there is a single man, the chances are that he is able to take care of himself.

Again, coming from the same community, there are bound to be a lot more single women. For a single woman at that age it is exactly the reverse; the odds are that she will not be able to cope with the situation of being alone, because she never has, and she did not assume a managing type of role in the family structure.

I do not think there is much more that can be said about it, except to express my concern. I hope I share it with you, Madam Minister.

Hon. Mrs. Birch: I shall share any concern.

Mr. Boudria: One final thing: the member for Humber (Mr. Kells) was here while we were discussing the Ontario health insurance plan as it relates to providing specific equipment for—

Hon. Mrs. Birch: Assistive devices?

Mr. Boudria: Yes. One of those devices was required by a constituent of mine who wrote to me. The constituent is a diabetic.

I understand that there is a new device invented in the United States, very suitable for diabetics; it automatically injects insulin into the body. This device would do so at regular intervals; it has a computer in it.

It is about the size of a pack of cigarettes and

is held on by a belt of some sort. It is hardly visible if someone just wears loose clothes or something like that. It is apparently very effective and it remains permanently inserted in the person's body. One of the useful things about this equipment is that instead of getting insulin only once a day you get a regular flow.

My constituent has a very severe case of diabetes and her eyesight is weakening because of the strong impact of the disease. She has been told by the doctor that this device, because it provides regular insulin, would stop her condition from deteriorating. She would keep her eyesight and everything else.

Without it, she is slowly going blind. She is about 25 years old, married, and has children. It is a low-income type of family.

I wrote to the minister a number of months ago and have not yet received a reply. Maybe he replied directly to my constituent—that is a new angle to it that I had not thought of.

In principle, with these types of devices, is the government moving into an area of offering them on a wider basis, especially this new type of equipment? This is something which a few years ago was unthought of. You would not have had a computer that could fit inside a shirt pocket.

Hon. Mrs. Birch: As you know, the program is a new one. It will begin as of July 1. It is not funded through OHIP. It is a separate program. It is funded 75 per cent by the government and 25 per cent by the recipient.

It is for people 18 years of age and younger to begin with. One can anticipate that the program will grow as we become more familiar with it and it gets in place.

As I mentioned before, there is a steering committee made up of people from outside government who are looking at a wide range of assistive devices, prostheses, with the idea of adding to the list that has already been approved. I would suggest that perhaps your constituent, whom you have indicated is on family benefits or welfare—

Mr. Boudria: No. I understand in her condition she cannot work at present, but her husband is working. I think he is an elementary school teacher. They have a number of children; I forget the exact number. They are certainly not people of means and they cannot afford a piece of equipment that costs \$4,000 or \$5,000.

Hon. Mrs. Birch: There are a great deal of very sophisticated computerized devices and

other kinds of helpful aids coming on stream. I would suggest you write to the Minister of Community and Social Services (Mr. Drea) and appeal for some help for this lady. It seems such a shame, if her eyesight—

Mr. Boudria: She will go blind.

Hon. Mrs. Birch: —is going to deteriorate, she is not going to be able to look after her family. All you can do is write on her behalf. You say you have already written?

Mr. Boudria: To the Minister of Health (Mr. Grossman), not the Minister of Community and Social Services.

Hon. Mrs. Birch: Well, I would write to the Minister of Community and Social Services. I cannot guarantee they will be able to do anything. Would it be all right if I asked Dr. Waterhouse if he would have a response for Mr. Boudria?

Mr. Chairman: Mr. Waterhouse, could you help us in answering Mr. Boudria's question?

Mr. Boudria: Since I did not know we would be discussing this thing, I did not bring the name of the constituent. I do not think that changes the principle of what I am looking for in any case.

Dr. Waterhouse: As far as provision of the device of that nature is concerned, if such a device is programmed, it will only provide up to 75 per cent of the cost for children up to the age of 18. It would not provide this type of device. However, there could be a request made to the Ministry of Health to look at such a device. They could possibly consider providing it. It would have to be on an exceptional basis.

Mr. Boudria: Just to make one point clear, this device is in no way cosmetic, prosthetic or anything like that. It is purely medical in a sense because it shoots insulin into the bloodstream. I know your new provisions are to assist the children with certain assistive devices, but this is so much of a medical nature. You could argue that certain devices are very much desirable. I am not trying to take away that an artificial arm is very important, but when I say it may eventually kill her if she does not have this, this is to put it in a context far more important. Again I am not trying to take away the importance of—

Mr. Chairman: Mr. Boudria, I hate to intrude again, but if the person you have is not under welfare assistance, family benefits or general welfare, it is a question that would probably be appropriate under the Health estimates of that

particular ministry in talking about the whole area of Ontario health insurance plan coverage which has been under discussion.

I cannot see how we could resolve that particular case under the program which is in place for individuals 18 years of age or under. I do not know whether the ministry or Dr. Waterhouse would have an answer in this case.

Mr. Boudria: I accept that. I can still implore the minister, who is ultimately responsible for all those ministries in the Social Development policy field that a medical device, such as this or others similar, is very important and should be seen in perhaps even greater importance than other devices.

Hon. Mrs. Birch: I have great sympathy and I wish we had a solution to help you with this problem. I can appreciate how difficult it must be for a family undergoing that kind of pressure when there is something that might help to alleviate it.

5:30 p.m.

Mr. Boudria: I have no further questions, Mr. Chairman. Thank you.

Mr. Chairman: Thank you, Mr. Boudria and Dr. Waterhouse. We have been graced by the presence of Mr. Martel at this committee. We are on item 1.

Mr. Martel: I want to speak briefly, if I could, to the minister with respect to the women's crisis centre at the Young Women's Christian Association in Sudbury. It provides the only 24-hour service for women who have a great variety of problems.

Last year they took some 600 women into care. I might say before I go any further that the Minister of Northern Affairs (Mr. Bernier) is meeting with them this week. I have written to the minister—I do not know whether she has received my letter; I mailed it yesterday—and to the Minister of Correctional Services (Mr. Leluk), the Minister of Health (Mr. Grossman), the Attorney General (Mr. McMurtry) and the Minister of Community and Social Services (Mr. Drea).

They take in women from correctional services as a halfway. They have very few transient people, people in transit who are just stopping in, at this crisis centre. In the latter half of 1981 the work load continued to increase.

They operate out of St. Andrew's Place in Sudbury which is run by the United Church. They sold their home four or five years ago and put some of the funds into a capital fund project because eventually they want to get a new

home. Since what they receive from the government meets only 60 to 65 per cent of the cost of operation—the per diem is not high enough and they cannot tell how many people they are going to get in a year—they have had to use up almost \$40,000 of their capital fund.

My colleague Floyd Laughren and I met with them, and I understand the member for Sudbury (Mr. Gordon) met with them previously. They have finally, as a board, used up almost \$40,000. They say if they keep along this avenue, at approximately \$10,000 a year, the capital fund, if they can get their hands on it, will be totally gone within five years. They are going to leave St. Andrew's Place, I think by the end of June—that date escapes me, but it is within the next couple of months at the longest.

They want to purchase a new building. They are looking for a one-shot grant from the government to provide a big enough group home to house the people they get, and they care for from six to 20 a day. Their hope is to have it sufficiently large enough to take in female students from either Cambrian College or Laurentian University so they could pick up, by renting accommodation to students, the deficit they are running, which is now taking from their capital works project.

They will be coming to see the Minister of Northern Affairs, and I would hope the minister could have her staff review it in the next 24 hours to see if there is any possibility of the various ministries I have named getting immediately involved. There is no other place for the women in distress in Sudbury. They have a centre on Riverside Drive, but that is primarily for women with drinking difficulties, although it is not a detox centre.

If it goes down the tube, I suspect the costs to the government are going to be much higher because the women are going to end up in hospitals or wherever the Attorney General might have to put them up. As I understand it, it is usually a hotel if there is no place for care. There will not be that large enough voluntary staff available through the YWCA and their board. That will pose certain problems. It will also cost 11 jobs that will go down the drain.

Let me just, while I am at it, indicate a related problem, and I have included this in the letter to the minister. There is a necessity in Sudbury for a group home, and I have written your colleague the Minister of Community and Social Services. There are 77 deaf mutes in Sudbury and there is no group home.

One of them has now spent nine months at the

Algoma Sanatorium under psychiatric care after his mother and father both died. He was released and was out several months. He could not get his pension reinstated. His room and board were more than his welfare, and he had no one to communicate with except Mr. DeVeber, a very sincere young man who works for the deaf. Mr. DeVeber was paid, I believe, by Community and Social Services. He has put together an entire brief to try to get a group home for the six or seven other people so that they could hire a counsellor who could communicate with them.

I have just received the communication from Mr. DeVeber, who got it from Dr. Bill Marsh, a psychiatrist who has bent over backwards to keep that young man in the sanitarium because there is no other place to put him. The Ontario Association of the Deaf has looked all over Ontario. They even tried to put him in the institution in North Bay, just to have a place to put him.

There is a young native lady, a deaf mute, who cannot go back to the reserve and is living in almost total isolation in some home. There are seven such people. The cost so far for that one young man this year is \$60,000. A group home, totally calculated—and I have given the figure to Frank Drea—would be about \$128,000. Then you could deduct from that their pensions for room and board and so on.

There are problems with group homes. I do not know how you cope with the crisis centre, if it goes down the tube, or the young man, whose name I do not want to give but who, I know, has attempted suicide twice within the last year because he is totally lost. He has no one to communicate with, and he was put in a home with an elderly couple. He could not communicate with them; he is living like a vegetable.

I am trying to encourage the regional municipality, with which I am not getting along these days because they just unilaterally cancelled their planning council, their social council—the only one in the province. There are these problems of the crisis centre for the women and the children and of seven totally deaf and mute people who have no way of communicating.

I sent them all the stuff on this young lad because it has cost \$60,000 in less than a year and we still have no place for him. It is depressing because the one group that might have done the necessary type of work was the regional council which was unilaterally eliminated as of June 1. The municipality hasn't a clue about what is going on. I keep telling them

this. I do not get along with them well, needless to say, or some of them. It is so blind. I think these two problems have to be resolved.

I met Mr. DeVeber, to whom I said, "Do you realize that by coming to me, somebody in government, because your salary comes from them, might get a little upset?" He said: "Look, I have a degree or two. I have reached the point of frustration in trying to help this young man because I have simply spent so much time and have made no headway. If I was making headway, I would not feel so helpless. He is back in the sanatorium now." I do not know how long Bill Marsh will keep him there, but the costs are astronomical.

I implore the minister to do something with respect to the YWCA project to prevent it from going down the drain because there are going to be 500 to 600 women next year, if the figures run what they have, looking for some kind of treatment. It is going either to be in hospitals or under the care of the Minister of Correctional Services (Mr. Leluk). I think the government can and must do something. It is imperative.

5:40 p.m.

With respect to the deaf, I have not sent the material to you, but I raise it to show you what costs really are if we are talking about one young man. If we had a group home we could handle seven people for just double the cost of what we are paying now for one young man. There has to be some serious consideration of both of these.

I would ask the minister to deal with it. I am not saying the Minister of Community and Social Services (Mr. Drea) is not, but this minister is responsible for the whole umbrella thing. I think she could play a crucial role by dealing with the Minister of Northern Affairs (Mr. Bernier) on the women's group home and dealing with the Minister of Community and Social Services on the group home for the deaf.

Let me raise just briefly one other minor point that irritates me to no end. I recently represented a young woman at a hearing before the Social Assistance Review Board. I realize it is not directly in your field, but I have two similar cases. One woman is 19 and one is 20. They both took hairdressing courses. One was able to get some funding through a student loan, but it was insufficient to carry her through the full 10-month course. I ultimately won the one I appealed two years ago, but the welfare people still said, with respect to the review board because it is special assistance, "Just get out of our life. We are not paying anyway."

The one young woman is self-sufficient today. On the other one, if she can hold out from starving, because I lost the appeal on the grounds that section 5(2) is only for high schools—or what is it that you can get general assistance for—they would not give her any help. They rejected my appeal, based on the fact that under section 5(2) they really have the power, if they want to provide enough financial assistance, to carry someone for two or three months.

It would almost appear as though we put obstacles in front of people. We will help university students and we will help high school students, but here were two young women who had no other source of income and we say no. Even the Social Assistance Review Board says, "No. We are not prepared to give \$75 or \$100 a month for three or four months so that a woman becomes self-sufficient." She could have quit school and gone on welfare, but hell, no, they turned her down. There is something crazy about a system that is so blind that, with a little bit of general welfare, we would have someone who becomes self-sufficient for the rest of her life.

As a former teacher, I do not believe everyone is academically inclined. I saw it in my teaching days where young men were not academically inclined but did things with their hands far and away above what I could do with respect to repairing anything. The same, I suppose, applies to women who can become, I am sure, super hairdressers. But because it is hairdressing, they say: "No. We cannot help them. We cannot even give two or three months of general welfare." I did not say the whole bundle. I just wanted to supplement it, but the Social Assistance Review Board turned it down.

What the hell kind of a system is it? We will fund 85 per cent of the cost for somebody who has a lot more ability to go to university, and with somebody else we say: "No. We are not going to give even a few bucks for general welfare to assist them to become self-sufficient. We are better off having them on the welfare rolls for the next four, five, six or seven years."

It is just so stupid and blind that I get so frustrated when I go before the Social Assistance Review Board. They are very nice. Everybody is satisfied, the hearing is good, but then they will say, "No. We cannot give you even a few bucks of welfare to carry you for the next three or four months so you can finish your course and become self-sufficient." It is absolute stupidity. It is so blind and so stupid we

should not even be here debating it, but it is what goes on. I have had two cases in the last two years, exactly the same thing, both trying to become hairdressers and both turned down for assistance. Are we nuts?

Hon. Mrs. Birch: It seems to be very short-sighted, but in all fairness to the review board, they are probably tied to regulations to which they have to adhere. So you cannot really just fault them as well. If there is fault, it is in making some changes to the regulations and the policy to encourage that kind of thing.

Mr. Martel: That is why I bring it to you, seeing that you are responsible for co-ordinating all of that. It is one of the things you might look at.

If you would now like to get back to the money for the YWCS and the crisis centre, and the one for the hearing—maybe a group home—and tell me what you are prepared to do there, I could leave satisfied.

Hon. Mrs. Birch: Have you sent me a letter with all that information?

Mr. Martel: Yes, I have. I have not on the deaf. I just sent you the enclosure to show you what it costs for the one young man.

That is as an addition to what I had written up on behalf of the crisis centre, to show you that if we do not get involved with voluntary people to help, if we have to take 600 women into care as a province without volunteer work and so on, the costs are going to be far greater.

I simply use that in the letter to you to illustrate what the costs can escalate to when we are blind to people's needs. In Sudbury I deliberately did it as well because they cancelled out the planning council, which was funded 50 per cent by the province. I must admit I have never seen anything so stupid in my entire life.

Hon. Mrs. Birch: I am very interested, particularly in the deaf.

Mr. Martel: I will send you the stuff on the deaf as well.

Hon. Mrs. Birch: That is the kind of group home that would be the answer for a group of people like that.

Mr. Martel: If you could look at both, I will send you the material from the brief that was prepared by Mr. DeVeber, which breaks it down very carefully. I have already sent you the letter as to what the costs are for one young man for nine months. Hopefully, you will be able to do something with respect to those.

Mr. Chairman: I did not want to intervene, Mr. Martel, but we have approximately eight minutes left. I am sure there are a number of areas on which members would like to question the minister: Experience '82, social development services, councils and so on.

Mr. Johnston, I think you may be the last on the list.

Mr. R. F. Johnston: Eight minutes. It is ironic. This is not a big budget ministry when we compare it with some of the others we deal with, but when we consider that what it deals with is co-ordination of planning in the social policy field, it is a shame we have only five minutes to discuss it.

In some ways we get into case-by-case kinds of things in some of the other ministries. We are not looking at it so much in terms of co-ordination of planning, which is one of the more important things in government at the moment.

Mr. Chairman: Do you feel we should have more time allocated on the estimates of this secretariat?

Mr. R. F. Johnston: It would be good. The difficulty is that we tend to tie the hours to the dollar figure. I think that is a real mistake in terms of what our interests should be as legislators at this time.

Mr. Chairman: Sometimes I think that some members of the committee seem to dwell on particular cases a little too long. It deprives those who have a more universal approach to the policies and services.

Mr. R. F. Johnston: Absolutely. That is certainly does not mean the member for Sudbury East (Mr. Martel) at all. There are many other examples we could turn to. With regard to the long period we spent talking about agricultural interests here today, although they are of interest to all of us, it is possible they are things we could do without.

First, Madam Minister, I would like to welcome you as the new and associate member for Scarborough West. I am pleased to see you decided to take the title of my riding association on as well as your own in terms of the presentation you gave us. It is good to have two members from Scarborough West.

Hon. Mrs. Birch: I think you will find referrals from Scarborough West.

Mr. R. F. Johnston: My God, then we should be doing the switches back and forth for all the ones I had from Scarborough East.

There are a number of areas I would like to have discussed. We will not have time now, but I

would like to have something back from the secretariat, if possible, on some of these items. Most of them will fall into the area of community and social services kinds of issues, but they are things which have impact on the several ministries within the secretariat.

The first would be foster home policy and what is going on there at the moment. There is a large reduction in the number of foster homes in the province in this last year, according to the estimates of the Ministry of Community and Social Services. Is there discussion going on within the secretariat at the moment in terms of how one encourages people to participate in foster homes as foster parents? Is there concern about the fact that there are diminishing numbers, whereas the option of foster homes is thought to be something which is useful in communities where group homes are not feasible, etc.?

5:50 p.m.

I have some concern that we end up throwing money at the foster homes policy, as we did last December or a year ago last December when we put several million dollars into it. I do not think we have examined the whole policy area. We have re-examined regulations for the funds that should be available for handicapped kids and that kind of thing in foster homes, but I would really like to hear from the secretariat whether there is any discussion.

If there is not, I would implore you to start looking at that as an area of social policy that for northern Ontario and smaller communities around the province will have a major impact on their ability to serve kids in their own communities.

I was hoping that Lawrence Crawford would have been here today.

Hon. Mrs. Birch: He was.

Mr. R. F. Johnston: I missed him. That is too bad. I would like to have talked to him. I would like to have raised the whole question of the use of physical and drug restraints in homes for the aged and nursing homes around the province.

I was pleased to see some of Mr. Crawford's comments recently quoted in the press. They indicated a new interest in a much more liberalized approach to restraint—that is, with a very small l, believe me; the large L is only self-destructive these days, as we all know. I have been concerned for some time that restraints are used too quickly in homes. They are used with a doctor's order, I agree, but they are still used far too frequently and have a very negative impact on the mental health of elderly people

especially in our communities. I would love to know what is going on in that area as to that policy issue and how we are looking at the use of physical restraints. I have seen only the one report of a speech of his recently.

I would also like a breakdown on the group home policy around the province. If you have the numbers of municipalities involved, I would like to have a breakdown of the restrictiveness and the permissiveness of those various group home policies. For instance, North York allows only certain kinds of group homes; Scarborough has the same kind of restrictive policy; Etobicoke has almost none at all, as I recall. On the ones that really do have an existing group home policy, I want to know what the restrictions are so we have an idea of the scope of that and how well the policy of encouragement is working.

The other thing I would be very interested in knowing is what development is taking place at the secretariat level to do with the whole question of native control of social services and support services to the native communities within the community. I understand there have been tripartite meetings going on now for quite some time, but I do not know what level they are at.

Are we moving towards local band control of social services, treaty district control of those services, on the various reserves around the province? What kind of a timetable is that working on at the moment and who is involved in the discussion? That is one of the major social policy areas that should be of interest to us as related to our interaction with the native community in Ontario.

It is a move to give more autonomy, self-direction and the control of funds to these communities to provide on-reserve support, especially to kids, who are my major concern and where we have some experiments in the province. It is a major initiative I would like to see speeded up, and I would like to have some idea of where we are along that route.

Those are just four examples of major policy areas about which I would love to have some time to discuss what kind of thinking is going on within the secretariat. There are others I could raise, but with only a minute left, there does not seem to be any point.

Hon. Mrs. Birch: I shall see you get the information.

Mr. Chairman: I am sure Mr. Johnston does not want to be privy to this information exclusively for himself. If we could provide it to all the members of the committee, we would appreciate that.

Hon. Mrs. Birch: I would be very pleased to do so.

Mr. Chairman: Since my time indicates 5:55 p.m., it will give us enough time to go through the items and carry the votes.

Are there any further comments or questions of a brief yet general nature that you would like to raise?

Vote 2801 agreed to.

Mr. Chairman: This completes the estimates of Social Development Policy. Thank you, Madam Minister.

It may worth while to look at the time allocation—I do not know on what criteria—as it relates to the figure on the estimates. I think the point was raised by Mr. Johnston. As chairman, I certainly share it and I hope that the members of the committee would as well. As co-ordinator in the whole area of the Social Development policy field, perhaps we could add at least another hour or two to provide for a forum to discuss various concerns we may not have enough time to focus on with the other two ministers involved.

Health, in fact, is not part of our committee's deliberations, and yet it affects a lot of the policies of this secretariat. You could have a talk with whoever decides that. I am sure the members share the concern that we would like to have an extra hour.

Hon. Mrs. Birch: May I just thank the members of the committee?

Mr. Chairman: Before you leave, I want to remind you that we will make a sacrifice on Wednesday by not coming here. There are no meetings scheduled for this committee. The House is meeting at 10 o'clock on Thursday and two o'clock tomorrow.

Interjection: What is on for next week?

Mr. Chairman: Colleges and Universities.

Interjection: How many hours?

Mr. Chairman: Eight. Is there a report we could discuss and cut the estimates by half?

The committee adjourned at 5:57 p.m.

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Ontario

No. S-14

Legislature of Ontario Debates

Official Report (Hansard)

Standing Committee on Social Development

Estimates, Ministry of Colleges and Universities



Second Session, Thirty-Second Parliament

Monday, November 15, 1982

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Monday, November 15, 1982

The committee met at 4:12 p.m. in committee room 1.

ESTIMATES, MINISTRY OF COLLEGES AND UNIVERSITIES

The Vice-Chairman: I call the meeting to order.

Members of the committee, before we start today's business, which is to commence the estimates of the Ministry of Colleges and Universities, I am sure that members of the committee would join me in paying our respects and condolences. The mother of the regular chairman of the committee, Yuri Shymko, passed away on the weekend, which is why he is not with us today, and I think he will also be absent tomorrow. I am sure that all of us on the committee would want the Shymko family to know that our thoughts are with them at this time.

We are, indeed, commencing the estimates of the Ministry of Colleges and Universities. We have eight hours devoted to this ministry.

I would remind honourable members that the timetable we settled on last week in committee, which has been approved by the House leaders, has us considering the estimates today, going back to our clause by clause consideration of Bill 138 tomorrow, and then coming back to these estimates again on Wednesday afternoon. Then, assuming we have not completed the bill tomorrow, we will have to get back to it next week. I just wanted everyone to be clear on that.

Hon. Miss Stephenson: And thereafter, Mr. Chairman, since we will not have completed the eight hours?

The Vice-Chairman: This has not been settled by the House leaders but I would expect we would continue with your estimates next Monday. We would not want to break them up too much.

Mr. Conway: We can scarcely breathe without the House leaders' approval.

The Vice-Chairman: Indeed, it is becoming quite oppressive, Mr. Conway.

Just before the minister starts her presentation, we have Mr. Conway as the Liberal critic to the ministry and, appearing for his first set of

estimates on this ministry, Mr. Allen. We certainly welcome you to the committee, sir.

Mr. Conway: Dr. Allen.

Hon. Miss Stephenson: Professor Allen.

Mr. Allen: I thought the term "Mr." was used universally around the House and that is quite acceptable.

The Vice-Chairman: Whatever you prefer; we get called a lot of things around here.

Would the minister like to share with us her opening statement?

Hon. Miss Stephenson: Thank you, Mr. Chairman, I shall be pleased to. Honourable members, I am delighted to once again introduce the financial estimates of the Ministry of Colleges and Universities, this time for the 1982-83 fiscal year. I should like to outline for you some of the important developments since the 1981-82 estimates were debated.

One year ago, I commented upon the uncertainties and the threatening implications of changes in the Federal-Provincial Fiscal Arrangements and Established Programs Financing Act to our post-secondary institutions in Ontario.

The revenue guarantee portion of the established programs financing arrangements was terminated on April 1, 1982. As a result, Ontario's revenues will be reduced by \$1.9 billion during a five-year period. The federal government has also threatened to freeze transfers to the provinces at the 1982-83 levels if a new arrangement is not worked out by March 31, 1983.

The uncertainty regarding the established programs financing has made it difficult for us to formulate our responses to the report of the Committee on the Future Role of Universities in Ontario. However, I think the members of the committee should know that I have made certain points, some of which I shall state right now, to our universities.

The first one is that restructuring of the university system is not the only alternative to significantly increased public spending.

Second, while some program rationalization will be needed, the future of the universities depends, not upon the government alone, but

on a co-operative effort between the government and the universities.

Third, the 1982-83 operating grants to the universities were set at a level higher than the projected level of inflation in order to allow the universities to adjust to financial realities.

In addition to the regular operating grants, the government, through the Board of Industrial Leadership and Development, has given strong financial support to our universities to enable them to retain their vitality and meet the ever-increasing demands for research and development. The Board of Industrial Leadership and Development has already provided more than \$10 million to support university research and an additional \$7.5 million will be provided during the year 1982-83. These funds will help the universities to conduct research in the natural sciences and engineering and also help them to seek new research and development contracts with the private sector.

BILD has provided as well an additional \$5.5 million to universities to conduct labour-intensive capital projects, which will create several thousand short-term jobs.

Operating grants for the universities, the Ontario College of Art and Ryerson Polytechnical Institute for the fiscal year 1982-83 have been increased by 12.2 per cent, which, as I mentioned just a moment ago, was above the projected level of inflation for that period. This has resulted in a payment of \$1,035,883,900 to the institutions. At the same time, university tuition fees were also increased by 12.2 per cent.

Capital funding will be \$13.5 million for 1982-83. New approvals will give preference to projects which will upgrade existing facilities to meet fire, occupational health and structural safety requirements. I am pleased to say that the universities have, in response to my request, explored alternative sources of financing for their capital projects.

I have become increasingly concerned about the financial management of our universities. The Ontario government must, as other provinces have already done, consider ways to prevent or eliminate unmanageable deficits. I recently requested and received advice from the Ontario Council on University Affairs on the most appropriate legislative method to control budgetary deficits and I anticipate that legislation to this effect will be introduced before the end of the current session.

In another move aimed at strengthening and ensuring the viability of our university system the government has appointed a committee

whose mandate is to propose a new structure for the university system in northeastern Ontario. That committee will be chaired by Dr. Harry Parrott, a former Minister of Colleges and Universities, whose fairness, honesty and integrity are respected by every member of this chamber.

Involved in the restructuring are Algoma College, le College de Hearst, Laurentian University, Nipissing College, the University of Sudbury, Thornloe University and Huntington University.

The committee has been asked to consider all matters relating to establishing a new multi-campus university for northeastern Ontario and to report by April 30, 1983. I am confident that the recommendations of that committee will lead to the establishment of a new post-secondary institution which will meet the needs of the area's residents for years to come.

4:20 p.m.

Although our universities experienced a slight decline in total enrolment between 1977 and 1979, total undergraduate enrolment increased by 4.1 per cent and 4.4 per cent respectively in the 1980-81 and 1981-82 years. Undergraduate enrolment in universities for 1982-83 is up by about three per cent over last year.

If universities are to continue to prepare young people for a rewarding career, the degree they receive must have meaning. With this in mind, I have introduced degree-granting legislation for the universities to protect prospective students and their employers. Bill 137 not only protects the students applying for admission but also ensures the outstanding reputation which our universities enjoy across Canada and, indeed, throughout the world. This is evident in the fact that more than 14,000 students from other provinces are studying in our universities and more than 16,000 foreign students are currently enrolled in our system.

Of ongoing concern is the question of accessibility, particularly accessibility for groups traditionally under-represented in higher education. A study entitled *The Pursuit of Equality*, recently completed by Professor Paul Anisef of York University, adds a new focus to the accessibility discussion. The findings of this study are now being examined by the government.

I am in overall agreement with Professor Anisef's conclusions that factors influencing the decision to attend a post-secondary institution come into play at a very early stage of the student's schooling. However, I have difficulty with some of his recommendations. In particu-

lar, I question whether the educational system should serve as a social equalizer. Some of Professor Anisef's recommendations, like the one on compensatory education, have been in place since 1972.

I would like to conclude this brief summary of university affairs by commenting on foreign student fees. Fees for foreign students have been substantially increased for 1982-83. The fee increase applies to students who began studies this fall, September 1982. It does not affect the approximately 1,500 foreign students who are exempted under the existing international exchange agreements or other arrangements and those who have already commenced their study programs. The increase in fees for "grandfathered" and exempted students will be the same as those for Canadian students.

The 1982-83 fee increase for foreign students in universities will bring tuition fees in Ontario universities into line with fees charged to foreign students at many universities in the United States and the United Kingdom. We believe that foreign students should pay a greater share of the cost of their education than they have up until this time.

I would now like to turn to financial assistance given to post-secondary students in Ontario. The two objectives of the Ontario student assistance program, commonly called OSAP, are accessibility and equality of opportunity. OSAP plays a very important role in helping students from low-income families to undertake post-secondary study without incurring heavy debts.

Ontario, because of its grant-first feature, continues to have one of the best programs of financial assistance in North America. To maintain that status, the funding for the Ontario student assistance program for 1982-83 has been increased by \$11.6 million to \$109.8 million.

I am particularly pleased that in 1982-83 we have been able to introduce a pilot initiative called the Ontario work study plan. This plan, with a budget of \$100,000, will help students facing special circumstances to meet their educational costs by working during the school year. The jobs available to them will be in or around their school campuses, and the hours of work will be flexible enough to fit with their academic schedules.

The costs of the work study plan will be shared equally by the provincial government and the local sponsors—a college, university or other nonprofit organization. To date, 21 post-secondary institutions in Ontario have agreed to

participate in the plan in 1982-83. I hope that this response will increase significantly over the years.

Discussions are now taking place between the federal and provincial representatives to determine the main features of a new national plan of student assistance. The federal government is eager to introduce the plan in the 1983-84 academic year. An implementation task force is now looking at the scope and format of the national plan, and the administrative arrangements needed for implementation.

We believe the fundamental basis of our present Ontario study grant plan, the grant-first feature, should not be compromised in the proposed national plan. With a continuous dialogue between the federal government and the provinces we hope to see a measure of flexibility in the national plan which would permit us to accommodate provincial priorities and meet the needs of the Ontario student population as they seek to develop their abilities in our colleges and universities.

An increasingly important goal of the Ministry of Colleges and Universities is to provide skills development programs which will contribute to Ontario's economic growth by assisting employers and individuals to achieve their skills development goals. During the current fiscal year, the ministry will assist well over 250,000 people to develop new skills.

I anticipate even greater activity in the area of skills development now that the provincial-federal agreement under the national training program has been signed. The essence of the agreement is co-operation between the two orders of government and between the private and public sectors. Consultation in the planning, implementation and evaluation of federally supported programs will be through a provincial-federal joint committee. The joint committee will be assisted by a human resources advisory committee, representing the broadest possible range of interested parties, including labour, management and other private sector groups.

While the primary focus of the joint committee will be on federally supported programs offered in Ontario, it will also cover provincially supported programs operated under an Ontario training plan, thereby ensuring greater co-ordination of all of our efforts in the area of skills development.

Our major skills development programs fall into two broad categories. The first are the institutional programs which are offered pri-

marily, although not exclusively, in an institution such as a college of applied arts and technology. Second are the industrial programs which are offered primarily, although not exclusively, within the work place.

The best known of the institutional programs are those offered in colleges of applied arts and technology. About 700 programs are offered in business, applied arts, social services, health and technology. Programs are offered at two levels, diploma and certificate. Many participants in certificate programs are referred to a college by the Canada Employment and Immigration Commission and may receive financial assistance under the national institutional training programs. Other participants in certificate programs pay their own fees, although many could receive need-based financial assistance through the Ontario student assistance program.

In 1982-83 operating grants to the colleges will be \$395 million, an increase of 12.2 per cent over last year. An additional one per cent will be provided to support enrolment growth in priority program areas. Capital grants will be \$12.1 million. Student fees for 1982-83 have been increased by 12.5 per cent.

Providing technology students with quality career-related training at a time of rapid technological change is particularly difficult. Obsolescence of equipment is a recurring problem. Recognizing this difficulty, the Board of Industrial Leadership and Development allocated \$16 million to modernize equipment at the colleges during the 1981-83 period. In addition, BILD has also allocated \$4.5 million for labour-intensive capital projects.

Enrolment in Ontario's colleges continues to grow. Between the fall of 1980 and the fall of 1981, full-time post-secondary enrolment reached 81,599, an increase of 8.6 per cent. An increase of about 9.8 per cent is predicted for 1982.

4:30 p.m.

Six colleges provide services in the French language. Since 1979-80 the number of students enrolled in French language programs at the colleges has increased by about 50 per cent to approximately 3,000 students.

We have all heard reports that large numbers of applicants fail to secure admission to the colleges of applied arts and technology, but it is difficult to draw reliable conclusions from available data. We do know that many students apply to more than one college or to more than one program. As a result, some students do not enrol in programs to which they have been admitted, while others are not willing to consider alterna-

tives to their first choice. This seems to be particularly true of health science programs, for which there is a strict quota. The ministry has already begun work on a detailed survey to determine more precisely the relationship between the number of qualified applicants to colleges and the number admitted and registered within the system.

Our colleges of applied arts and technology continue to provide graduates with skills and knowledge directly related to the needs of the work place. In 1981 a survey of college graduates showed that 91.8 per cent had found employment. Of those who found employment, 92.6 per cent obtained positions related to their program of study.

Apprenticeship is one of the best known industrial training programs. Eighty-four occupations are regulated under the Apprenticeship and Tradesmen's Qualification Act, double the number in 1972. "Regulation" simply means that a formal training system, lasting from two to five years, has been established for that trade. At present, approximately 39,000 apprentices are in training, compared to 19,444 in 1972.

Another on-the-job training program is the national industrial training program. This federally supported program consists of two components: general industrial training and critical trades skills training, or CTST. In Ontario, CTST is known as EST, employer-sponsored training, and we will continue to call it employer-sponsored training.

Under these two components, financial assistance is provided in the form of wage subsidies to employers. Financial support is available under the general industrial training component for those occupations which are in demand. Employer-sponsored training concentrates on training in nationally designated occupations in which the need is particularly acute.

A third type of on-the-job training is specifically designed to assist young people to begin their chosen careers. The Ontario career action program enables young people between the ages of 16 and 24 to spend up to 16 weeks with an employer acquiring entry-level skills. During 1981-82 approximately 10,000 young people were assisted by the Ontario career action program on a budget of \$12 million.

OCAP helps young people to develop their skills to better match the requirements of the work force, but existing employees also face the challenge of changing work requirements. To meet this need, the ministry operates the training in business and industry program which is

commonly called TIBI. TIBI is a shared cost program involving the employer, the employee and a college.

In 1981 TIBI II was developed to help employees prepare for the introduction of technological change. During 1981-82 approximately 10,000 employees from 326 companies were trained to prepare themselves for microprocessing, computer-aided design and manufacture, bio-engineering and other technological areas. About \$8.5 million has been allocated for TIBI programs during 1982-83, including \$5 million allocated by the Board of Industrial Leadership and Development.

The work of the ministry does not end when these programs are implemented; they must also be evaluated.

To ensure that public funds allocated to skills development are being used wisely and productively, the ministry monitors programs to ensure they are meeting stated goals. In addition, the federal and provincial governments will be developing a joint evaluation process to ensure that federally supported programs offered in Ontario are fulfilling provincial economic priorities and national goals.

I would be remiss if I did not express my appreciation to the hundreds of thousands of men and women who have made a personal commitment to skills development; employers, employees, instructors and trainees. There are at this time approximately 60 community industrial training committees throughout the province which help to collect manpower data, stimulate their communities to train and assist in the development of innovative training approaches.

For instance, the Peterborough community industrial training council has developed a rotational system under which apprentices are trained in a number of work places sequentially. This rotational system was first utilized by local apprenticeship committees and provides the opportunities for many small employers who would not otherwise be eligible to participate in apprenticeship training.

CITCs are expanding their horizons beyond metal machining occupations. For instance, the Ottawa CITC has done a study on the microelectronics industry, and the Peel CITC, building on ministry curriculum, has developed a competence-based training and evaluation system. There are many other examples.

These are but a few of the activities of the Ministry of Colleges and Universities. Our post-secondary system and our skills development

programs are among the best in the world. By complementing each other effectively they provide the broadest spectrum of opportunity for all of our citizens. I assure you the government will continue to provide these opportunities, opportunities which will ensure the future of our province and its contribution to Canada.

The Vice-Chairman: Thank you, Madam Minister, for your opening comments. If the committee is agreeable, I think the normal procedure we have in the committee is for both of the opposition critics to make their opening comments and then we will start going through the estimates book.

I invite Mr. Conway to make any opening comments he would have on behalf of the official opposition.

Mr. Conway: Thank you very much, Mr. Chairman. Listening to the minister in the latter part of her remarks about on-the-job training made me think about just how long I have been around here. I can remember when our distinguished chairman was getting on-the-job training in the Premier's office scurrying about learning the multifaceted ways of this place. It proves to some degree that on-the-job training is a valuable experience. The good people of Brantford will adjudicate that in the fullness of time.

I am pleased to be here for the first time as the spokesman for the official opposition on matters of colleges and universities. I stayed away for many years feeling that my conflict of interest was too obvious and too transparent, so I shall now proceed with a greater sense of distance from my previous incarnation as someone who spent a fair bit of time in the university community. The member for Hamilton West (Mr. Allen) will undoubtedly bring a new and fresher, if somewhat professorial, perspective to what is going on there these days.

It is with some trepidation that I approach the subject, given the minister, about whom we were all reading just the other day in *Toronto Life*. We were sharing a few things before the session began. I am sure the member for Mississauga South (Mr. Kennedy) will be a bit like the rest of us when it is written, "Naturally abrasive and pugnacious, backtracking to any degree is anathema for her, even if," writes Maggie Siggins, "her information proves wrong."

Mr. Kennedy: Who was that? That is totally inaccurate.

Mr. Conway: That is what has been written

about the Minister of Colleges and Universities. I must say, I read that and said to myself—

Mr. Kennedy: How real it is, you said.

Mr. Conway: I took it under advisement as I prepared my remarks.

Mr. Kennedy: You are losing your powers of discernment.

The Vice-Chairman: Order.

4:40 p.m.

Mr. Conway: I also read not too long ago, I guess it was in the *Toronto Star*, where the minister had given herself a bit of a report card. I was struck by that, as I am sure many educators and others involved were. I thought there was a sense of self-criticism there that was in some ways admirable. I certainly know from people I have spoken to in the education community that the minister's efforts on behalf of her department have been not inconsiderable.

I suppose educators ought to take some real comfort from the knowledge that they probably have the toughest, if not the brightest—maybe the brightest—member of the government doing battle for them in the executive council. There is no question the priority of the department is heightened by that. I would be the first to say it is helpful to have one as senior as the current minister representing the interest of education, quite apart from any differences of opinion we might have about what is being done. I take some comfort in knowing we have a first-tier power fighting for post-secondary education, which has not always been the case. I will not indulge my friend from Stirling (Mr. Pollock) with previous enterprises in that respect.

I found the minister's opening statement surprisingly antiseptic. It was perhaps clinical, but I found it decidedly less provocative than her speech to the recent conference of the Council of Ministers of Education, Canada, at the Skyline Hotel. I will turn to her remarks there in a moment.

I want to set my own perspective for these hearings. I do so with a certain criticism because I have been here some time now. I can even remember the day when Bill Davis and Stephen Lewis walked out of this place together, the latter leaving. When the new Messiah arrived today I could not help but think of how the last one departed, but more than one protest movement has been becalmed, I suppose.

I do not particularly like the estimates process because I think it is really antiquated and 19th century in its orientation. Members come in and line-fence it, year in, year out, without

any opportunity to discharge in a more significant way the really important responsibilities we all have.

I have indicated on several earlier occasions my preference to proceed by special reference. I think there are very important issues about which we have to come to terms. I do not see the estimates procedure very helpful, as it is now structured, in bringing us to that understanding. I cannot recall ever going to a committee where there was such a burning issue as I believe there is in this department.

I do not know whether we have done anything about the legislation, but have you ever received the legislative authority to carry on as a separate minister? I remember a couple of years ago there was a great battle about the uniting of the two ministries. Have we ever united you in a formal, legal, legislative sense?

Hon. Miss Stephenson: No, we are still two ministries.

Mr. Conway: I could not recall whether we had in the last 18 months married you, as the government wishes.

At any rate, to get to the point—I dare not call the report by the name I understand people in the ministry are anxious that it not be called. I will not excite the deputy minister by calling it the Fisher report; I will call it by its proper title. I will call it the Report of the Committee on the Future Role of Universities in Ontario.

It is an astonishing document; it is a very remarkable document; it is a document which sets out in clear and decisive language the issues which confront legislatures in this sector as few other reports I have seen in my time here have done. It is eloquent, it is to the point, it is clear, and as I indicated earlier, it is quite decisive.

In the first few pages of her statement today the minister indicated she still does not accept its range of options. Undoubtedly, over the coming minutes and hours she will want to flesh out the nature of that disagreement.

I cannot recall a time when a report of this clarity and definition was signed by everyone—not least of whom was the deputy minister himself—with no dissents. There was not the slightest indication of dissent from any of the dozen or so commissioners, who represented a pretty impressive list of senior government, university, and I suppose private-sector types.

Very draconian conclusions are arrived at in part 6. As an example I shall just cite a couple of lines from pages 21 and 22 of the final report:

"Does funding at the level of model 1(a) appear to be in line with government policy?"

The most recent indication of government funding policy is contained in the budget brought down by the Honourable Frank S. Miller on May 19, 1981. In it the Treasurer states that the government 'cannot react passively to rising inflation by simply passing on higher costs to taxpayers.' In the recent past, Ontario's action to contain the impact of inflation on the budget included 'avoiding wholesale indexing of transfer payments.'

"The fiscal plan," says this report on page 22, "for 1981-82 in part foresees that: 'The growth in total spending will be held below the forecast rate of growth in the economy.' Indeed the medium-term fiscal projections contained in budget paper C show a widening gap between expenditure increases and increases in nominal gross provincial product. If rates of real economic growth continue to be very low, the likelihood of funding increases matching inflation is poor. The prospect for real growth in funding, as set out in the preliminary report's model 1(a), therefore, is very dim unless there is a marked shift in government priorities."

Let me refresh the memory of members who may not recall the chapter and verse of the report, which I do not intend to read. I assume the objectives for the Ontario university community were going to be maintained. The minister, the Premier (Mr. Davis) and everyone I am aware of has reinforced this report as a priority and has said there would be no scaling down of the objectives.

The commissioners in this context indicated very clearly there had been serious underfunding over at least the last half of the 1970s. They said if the objectives were going to be met in a traditional sort of way, the government of Ontario was going to have to fund—here I am paraphrasing—to the rate of inflation for a number of years. There would be a capital replacement allowance of, I think, \$25 million being factored in over the course of those years to sustain the physical plant that had been constructed to meet those objectives.

If the Ontario government was not prepared to do that and if the funding policies were going to be as those set out by the provincial Treasurer in May 1981, then there was going to have to be retrenchment and a restructuring of a serious kind. The commissioners left very little doubt about that. What struck me about the report of the commissioners is just how clear they were on that point.

I am going to read two or three paragraphs of part 6:

"If funding throughout the decade," meaning the 1980s, "is not at the level recommended by the committee in section 2.1 above, but at the level suggested by the May 1981 provincial budget"—and I think the minister will agree we are there if we are lucky. It is true, as you have said, there was an enrichment in last year's announcement for operating grants relative to the previous years. I think the rise you indicated is 12.2 per cent.

However, that enrichment was compromised months later by the introduction of the provincial budget in May 1982. By the calculations of the budget committee on which I sat, that brought it down probably one full point. So it is clear we are, at best, at the May 1981 budgetary level.

4:50 p.m.

But if we found ourselves there, as the committee suggested, "a major restructuring of the current university system would be needed to provide the best that can be obtained with the available funding."

"This major restructuring would necessitate legislative action, including these or other measures;

"reducing the number of universities;

"changing the character of some or all of the universities and limiting their range of activity; and

"grouping universities in two or more categories with different missions."

The report goes on to suggest ways and means in which that might be accomplished.

Just before coming in here, I met with one of the reporters for what is, by its own description, the only national newspaper. He wanted to know what was my reaction to the Parrott commission. I indicated I had high regard for the chairman of that commission, whose integrity and desire to do the right thing were, from my personal experience, unchallengeable. But I wondered, and I still do, whether or not we are seeing there the beginnings of a ministerial response to this report.

The so-called Fisher report, which is a phrase I shall not use, the Report of the Committee on the Future Role of Universities in Ontario concludes—

Mr. Grande: It is his and his alone.

Hon. Miss Stephenson: No.

Mr. Conway: "The committee recognizes that the action proposed is drastic. The current problems of the Ontario universities are such, however, that if funding continues at the level

suggested in the May 1981 Ontario budget, it is urgent that action be taken."

Everywhere throughout this report the emphasis is on urgency, on crisis, on an infrastructure that is crumbling. As I said, there is no dissent from the deputy minister, from any of the commissioners.

Mr. Grande: A year later.

Mr. Conway: A year later, as the member for Oakwood says, we are left wondering what the position of the government is going to be.

As far as I am concerned that is a ticking time bomb. It is signed by the deputy minister and in my view it amounts to nothing short of a want of confidence in the government of Ontario's handling of university affairs in the period 1975 to 1982. I think that is something this committee has to seize upon. It must give some guidance and direction to the community interested in this, in my view the entire provincial community, and indicate some sense of concern, of response and reaction, and, it is to be hoped, of genuine direction.

Over the course of the past few months I have had the opportunity to begin a discussion with people in the community, in the university community especially. I have been struck by the number of people whom I know to be intelligent, moderate, reasonable men and women who are deeply and genuinely concerned, and not only about what this report says. Many of them do not agree with every specific point and recommendation. Almost all of them share that sense of angst and of crisis and the need for some action and some direction. I was struck with just how agitated many of them are becoming.

I think what has upset them more than that has been what has transpired in the intervening 15 months. Others, like the member for Oakwood and the member for Windsor-Sandwich (Mr. Wrye), who has gone on to other things, might recall better than I the debate of last year.

My very learned legislative intern was reviewing the files from last year's estimates. A number of calls were being made by, I believe, the member for Oakwood, who sat in on that debate, and certainly by the member for Windsor-Sandwich, about the preliminary report of the Committee on the Future Role of Ontario Universities and what was going to be done.

The minister asked, and as far as I am concerned not without some justification, for time to work through a systematic response and a process to gain and produce that. It seems she was entitled to that.

I do not purport to have a comprehensive

grasp of all that has transpired, but I am telling the minister, as she undoubtedly knows—and I do not expect her to engage in a public confession here—that an awful lot of men and women went with her through the course of that response. Some of what I heard was almost—I was going to say amusing but that does not convey the sense that I want to.

There were meetings out at Seneca College, I believe, and other meetings with the chief himself about what was going to be done. Many people felt that the Premier himself, as a man who was in his former incarnation the Minister of University Affairs, the architect of much of this system, had a genuine commitment to avoiding at all costs the one great tendency of those of us in politics, muddling through. They felt that this was too vital, a matter of education and economic development, to allow a fall-back on the muddling-through option.

Apparently it has come to that, or nearly that. I know the minister has pored over *Squeezing the Triangle*, a recent report from the Council of Ontario Universities. Obviously I am not going to read all of the report. I am just going to touch upon some of the issues raised in the final chapter, where again a sense of alarm, of crisis about a crumbling Ontario university community is manifest and is everywhere to be read and experienced.

What I read here certainly squares with what I have heard from a number of people in the university community, people who have been there a long time, people who I think are very sensitized to the minister's burdens in times of economic restraint, of scarce dollars, of the loss of the federal revenue guarantee. These are times when the federal government has indicated a desire to restructure the transfer payments; times—the minister has pointed this out very aptly, I think—when we have had perhaps five secretaries of state in the past three years. Those are certainly not conditions at the federal level which inculcate a sense of continuity and confidence.

I read what the council has said, however. Again, this is signed and presumably agreed to, by people like George Connell, who, I think, is not any flaming radical. When one reads the report card in the *Toronto Star* one gets a sense of perhaps a certain ideological commonality with the minister herself. But George Connell has to accept, as the chairman of the Council of Ontario Universities—am I right? I believe so—a share for what is in here. What is in here is scary, very scary.

I am going to touch upon part of that particular report. It says, for example, in *The Unfolding of the 1980s*, chapter 5 of *Squeezing the Triangle*, that the Council of Ontario Universities has come to conclude that what the Davis-Stephenson position on the report of the future role of the Ontario university is, is that "it is prepared to muddle through."

I quote from page 28: "The gap between public policy objectives for Ontario universities and the resources provided for their fulfilment has been clearly identified. It is considerable," this gap, "and is steadily widening as the accumulated results of a number of years of underfunding and continually high inflation take their toll."

5 p.m.

On page 31: "Ontario universities now face an extremely stark vision of the future. In this starkness, however, there is clarity. The publication of the report of the special review committee has clearly delineated the dynamic tension within the triad that comprises accessibility to university study, levels of public funding and academic quality, the issues that the minister herself has talked about."

Just in conclusion the report says, "the gap between the financial resources that are provided and what are needed has now grown to be unmanageably great." I am not saying that. The Council of Ontario Universities is saying that after having said that the response to this particular report is that we, on the government's behalf, will muddle through.

That gap, says the council, must be closed. If it is not, the integrity and value of the entire Ontario university enterprise is at risk. The universities will, of course, survive. So too will the system. The important questions are: what will its size be; what will its character be; and, most importantly, what will its quality be?

The answers will depend on how squarely the funding problems, now chronic, are faced and how firmly they are dealt with. It is to be hoped that the continuing review of policies and priorities will result in revisions and reaffirmations based on a far-sighted view of the needs of higher education. The people of Ontario deserve no less.

There is no question that we have a very major problem, one that, as I said earlier, I know the minister has dealt with on an ongoing and a largely private basis for a period of the last 18 months. But I do not think that we can, as a committee, adjourn these estimates without hearing a lot more than we have heard from the

minister and the government in the past 15 or 16 months.

Let me repeat, I think the minister was not unfair when in the summer of 1981 she asked for time. She has had time, perhaps not as much time as she needs, but I think enough time to deal at significant length with the issues raised by, among others, her own deputy minister. I must say that what I see here today is not what I want to accept as the fullness of a government response in terms of these estimates.

A lot of what else the minister has talked about, a lot of the good works that the minister and the government are doing, are obviously to be applauded. Let me say that on the community industrial training councils I could not agree more. In my experience with them they have been a very good departure and I have no quarrel in saying that here or at home. But let us get a focus on our priority, and the priority has to be this particular document. There are just too many basic questions raised that have not yet been answered.

I want to say as a person who has a background of some kind in the university community, with perhaps too many prejudices to be objective, that I am deeply concerned about what I am hearing. With visiting friends and former colleagues from the university community, the reports are almost unanimous. You people, you men and women who sit in the Ontario Legislature, are presiding over the demise of what once was an outstanding post-secondary educational framework.

Yes, some parts of it are being sustained much better than others, and it is difficult to make general assessments. I was looking at some data which may not yet be public about the financial capacities of Ontario universities and noting that my two old alma maters appear to be not doing too badly.

In fact I suspect that the minister is looking at the war chests of some of those universities a bit like her friend, the Minister of Health (Mr. Grossman) looking at some of the endowments for some of our public general hospitals and is saying to herself, "How can I lay my trusty little hands on those multi-million-dollar funds, because clearly it would help—"

Hon. Miss Stephenson: We should never lay hands on those funds.

Mr. Conway: Well, it is good to hear that. Let me repeat the interjection of the Minister of Colleges and Universities. She says the Ontario government should never lay its hands upon the

private endowments of Ontario universities. I have to tell the minister—

Hon. Miss Stephenson: But the universities should.

Mr. Conway: Like Mackenzie King, she talks in parables.

There are an awful lot of people in the university community at the administrative level who feel that the minister is doing to them what Timbrell and Grossman have done to the hospitals. They feel she is going to create a funding relationship vis-à-vis the province and the university such that they will have no choice but to dip into those funds for what previously had been a matter for funding at the provincial level. I am quite concerned about where that will take the Ontario university community.

Before these remaining seven hours and 20 minutes of estimates have ended, I would hope there will be—and I am sure, my friend from Hamilton and others will demand, to use Joe Clark's famous phrase—"the totality of your specificity" in terms of a response to this particular document.

The minister has to respond and she has to respond much more fully and much more directly than she has thus far. She is too opinionated, too influential and, quite frankly, too experienced, to want us to believe that the first few pages of this antiseptic document are going to—together with what some of us have heard privately about what has gone on in the last 15 months—represent the fullness of her response for 1982.

She is going to have to deal with people like me who honestly believe that while on the one hand she is going to leave the impression of muddling through, that on a regional and on an institutional basis she is going to proceed with the draconian measures that Harry Fisher and his fellow commissioners detailed in all stark reality in part 6 of their report, *The Future Role of Universities in Ontario*.

I am left with a situation where she is saying one thing and Harry Fisher is saying something quite different. I am presuming that she is more at one on this subject than this document and this response would indicate. She is going to have to tell me that what Harry Parrott is setting out to do in northeastern Ontario is not the beginning of a restructuring of the Ontario university community. It may not be, but I think there is a *prima facie* case for it to anyone who knows anything about the debate.

Now, to the minister's speech—I do not want to keep you unduly, doctor, but I am not known

for my long speeches. I said this particular speech was antiseptic because I found the speech of October 22—the one over which you had no control in the invitation list—to be one that the member for Hamilton West and I would really like to discuss with you at greater length. You are far more interrogative in that than in this pious little homily. You have lots of very interesting questions to raise in—

Hon. Miss Stephenson: Mr. Chairman, I knew I would not have to raise them in the opening remarks because Mr. Conway would have that opportunity.

Mr. Conway: The minister anticipates well. Let me just briefly share with you what you have to say about a number of the issues.

You, for example, are far more candid on page 5: "For example, is there a need to look at accessibility to the university on the basis of the role which the university should in fact be playing? That role, of course, is a truly high level of teaching, research and the expansion of knowledge which would require that those students who could not only benefit from a university education of high quality and demanding rigour would be admitted on the basis of their academic merit no matter what their socioeconomic position might be."

5:10 p.m.

"We might ask ourselves," she says, "whether a society should, in fact, be limiting opportunities at the university level to those who have the intellectual capacity to participate and contribute as demonstrated by some measurement."

Now that sounds like our Bette Stephenson from the days of the Canadian Medical Association. It sounds like a rigorous elitist who truly believes this OCUA concept of accessibility might just be too bloody small "I" liberal and just a little too wide in its scope. She is careful to put it entirely in the interrogative.

She has some things to say about the autonomy of our universities. It takes me back to the debate we had about the autonomy of public hospital boards. I am very interested to see what we have in the cupboard for deficits. I will bet you brother Beckel at Carleton University et al will have an interesting reaction when that little gem is unveiled. It was very interesting to see what you have to say about the government of Ontario.

Let the record show the minister smiles. She smiles when I talk about the question of deficits in the universities. She has apparently been very tough, as only she can be, in these private

sessions with some of our fine universities, telling them in no uncertain terms that she and brother Bill Davis are not going to tolerate any more of these deficits which are mounting in some of the institutions.

I was saying to someone the other day in the university community that they should perhaps take it all with a grain of salt. We do not know yet what the policy is going to be, but you could look at the health parallel.

I remember 18 months ago Dennis Timbrell down at the Sheraton Centre and, by God, did he have a new policy on deficits. The day of the deficit in the Ontario public hospital community was done like dinner. There was the BOND program and no more deficits. Then along came Larry Grossman and a new leadership campaign and the Timbrell initiative was, as I think it ought to have been, significantly altered and compromised. We see now that we have tens of millions of dollars for hospital—

Mr. Sheppard: There are no deficits with three hospitals in my riding.

Mr. Conway: It may be there are no deficits in the great county of Northumberland, but there are deficits in many parts of the province, many of them represented by the member's Conservative colleagues.

So I note with very great interest the minister's statement that she has the legislation in the works to deal with deficits for universities.

She goes on to say some very interesting things and she raises some very interesting questions about the governance of Ontario's universities. Quoting her from page 10: "Our current governance structures have evolved out of the driving force of participatory democracy of the 1960s. The question now is, do our current governing structures enable us to meet effectively the demands of the 1980s? Can the individual members of governing bodies place the interests of society and of their institutions ahead of their own special constituencies?"

This line was too incredible to believe: "Democracy can only be as effective as long as those who have been deputized to serve represent not only the voice of their own interest groups but also broader institutional and societal interests." That is from the former president of the Canadian Medical Association. I almost fell on the floor. I really almost fell on the floor.

In the following seven hours and 10 minutes of estimates, are we going to find out what the minister has by way of answers to some of the very serious basic questions she has raised but

days ago to the governing structures of the Ontario universities?

She has concluded in this speech that apparently the main obstacle to the whole debate is primarily psychological. We might want to talk about that a little bit later. She, not unlike the Prime Minister of Canada, says we must all get together and pull together in the aid of a better tomorrow. I was struck by how much more controversial were at least her questions in this speech of October 22 than is anything in this rather antiseptic statement today. I hope before the estimates are over we will have some opportunity to explore with her the questions she has raised.

As far as my colleagues and I are concerned the overwhelming issue for this committee and this reference and for much of the province generally is what we have allowed to happen over the course of the last eight or nine years to our post-secondary institutional framework.

I was reading the speech last year of the member for Windsor-Sandwich when he was engaged in the debate about where we had been in terms of funding vis-à-vis other provinces. The battery of accountants who are paid rather handsomely by the Ontario government, in this department and in others, responded by saying that was not true, that there were these benefits and so on.

I recall from earlier experience in these debates that the minister and the government have been quick to point out many of the data have been questioned. We could talk perhaps about the interprovincial comparisons of university funding. Like The Report of the Committee on the Future Role of Universities in Ontario, these carried some pretty high-priced signatures from our own department, along with others—the Ontario Council on University Affairs, the Council of Ontario Universities and our own Ministry of Colleges and Universities. There is some very interesting data in this document about where Ontario stands.

It seems to me to confirm the thesis which has been put out by many people that Ontario has not played much of a leadership role vis-à-vis other provinces, particularly in the family of provinces with whom I think we can be properly compared. I am not one who will say comparing Ontario and Newfoundland or Ontario and Prince Edward Island is particularly useful, but I do say that comparing Ontario and Quebec, British Columbia, Alberta and Saskatchewan may be more reasonable.

When we look at those provinces and how

they have performed in terms of funding, I believe Ontario has not performed as well as has been announced by the leader of the government. I do not think it has performed nearly as well as we are going to have to if we want to sustain a premier post-secondary community. That is something I want to talk about at a later date in these estimates.

The minister mentioned in her opening statement a number of initiatives which have been taken. I want to indicate just briefly some of the areas I will be returning to. I am ably assisted by my colleague from Kent-Elgin (Mr. McGuigan), who brings to this debate perhaps a broader and more seasoned perspective than I could ever hope to have. He will be involving himself in these matters later on.

One of the things about which I have had an interest has been the Ontario Educational Services Corp. I was one of those members who two years ago quietly applauded that initiative. I thought it made eminent good sense that we would, as a highly-developed part of a highly-developed nation, look to ways and means of exporting our educational expertise to those countries across the world that might have an interest in it. However, I was somewhat surprised—putting it mildly—to find out that one of the first major enterprises for the Ontario Educational Services Corp. has been the transfer of educational personnel and technology to the domestic police and military forces of an emirate in the Persian Gulf.

The minister gently shakes her head. I wait in anticipation for her fleshing out of what is going on in the Bahrain deal. I am concerned about that. I am hopeful we will gain in these estimates a much better sense of the policy framework in which the Ontario Educational Services Corp. is going to operate.

Quite frankly, I was astounded at the Bahrain initiative. I heard Mr. Gugsley on Metro Morning. He was acting as the spokesman for the ministry, so he is to be taken—

5:20 p.m.

Hon. Miss Stephenson: No, he was acting on behalf of the corporation.

Mr. Conway: I would say, having listened to him, there would not be much difference between the ministry and the corporation.

But I am wondering whether or not that is where we want the Ontario Educational Services Corp. to be. If Gadaffi expresses an interest in exactly the kind of deal we have

worked for Bahrain are we going to be looking at a deal with Libya?

Hon. Miss Stephenson: I do not believe we would.

Mr. Conway: When we looked at the initiative in the first instance, I can imagine transfers of a rather different kind. I envisaged personnel and teacher exchanges with school boards.

Hon. Miss Stephenson: Indeed, something of that sort was the first initiative in Bahrain.

Mr. Conway: All right, it was the first initiative. It appears from the data we have about the latest Bahrain departure that there may be more involved.

I just want to flag a very serious personal concern about getting this ministry, through one of its crown corporations, tangled up in the military training of overseas emirates or nations. As long as we all have a clear and well-delineated framework in which that policy is going to develop, all well and good. But as someone who applauds the corporation as an idea, I want much more than I now have before I will be satisfied.

I think the road to Bahrain may lead us in a direction that was not contemplated when we first fathered and mothered the OESC. I hope people in the department are prepared to give a full accounting of what has happened there.

I want to know, for example, about the IDEA Corp. Not too long ago I did some checking up and I found out that, really, the IDEA Corp. was almost stillborn. They have a board, I believe, but not much more than that. They have not been meeting too regularly. If that is going to be the cutting edge of the new technological and innovative aspect for Ontario, then I think we want to see a hell of a lot more out of it than we have seen in the last 18 months.

I know only too much of the genesis of the Board of Industrial Leadership and Development. I will not indulge in a debate about that. It won the election for 1981 and that is history. But if it is going to be received with any degree of credibility and support I would hope we would be able in these debates to advance an understanding for what you, as the Minister of Colleges and Universities, envisage the IDEA Corp. doing.

I hope you are able to dispel an impression that is everywhere that it is not doing very much. In fact, the notion is prevalent it is not doing nearly as much as it might be expected to have done in the past 18 months.

I want to indicate an interest in your involve-

ment with the Ontario Manpower Co-ordinating Committee. You talked in your report about a lot that is happening in terms of apprenticeships. I do not doubt what you report, but it is only part of the story.

There is not one of us here who attends at a constituency office who is not confronted with individual cases that indicate we are still a long way from developing in this province the kind of program development we must have. We must have programs if we are going to, if nothing else, fill the vacancies that people like Professor Harvey are telling us are staring us in the face.

Of course, the manpower commission itself has indicated shortages in the skilled sector are developing apace—perhaps not as quickly as had been imagined 18 months ago, but they are certainly there in large and growing numbers. In my own area, for example, the forestry sector of eastern Ontario particularly is almost unbelievable. We have 70-year-old skilled tradespeople retiring and companies going around looking for a 58-year-old replacement, probably from the Maritimes, while we have unemployment rates within the 15 to 25-year-old groups that are just astonishing and completely unacceptable.

I want to know what kind of relationship you have had with the manpower commission. I know there has been an ongoing tension between the ministries of Labour and Colleges and Universities about where this responsibility begins and ends.

You talked about student assistance. I want to indicate an interest for a debate not only about tuition, but about something I think is really insidious which is developing at the behest, quite frankly, of a lot of students; that is, extra charges. Extra charges are now being reported in some of the premier institutions of this province for capital replacement, user fees for facilities that were long taken for granted and that are simply not up to scratch.

Students, particularly in the computer and engineering sectors, are saying: "We'll pay a certain amount to upgrade this infrastructure because we really can't live very happily with a computer that's out of date, a system that's broken down, a library that's not as good as it needs to be to be state of the art. It's pointless for us to be here paying for an education that is not as qualitative as it could be, therefore we will, in the absence of government, try to make up some of the difference."

I am concerned about the development of these additional charges. I am hearing reports about at least one institution that has passed a

regulation for a \$50 or \$100 per student capital replacement fund, a charge that would be levied, apparently, once a year for all incoming students. Clearly a freeze on tuition at five per cent is not going to mean very much if a host of user charges are going to be developing around the perimeter.

Enough said. I just will conclude by saying that there are a host of issues that are before us in this committee. I profess no expertise. I do profess a deep, personal concern about that report about which I spent a lot of time talking in the earlier part of my remarks.

Let me repeat, I say absolutely and unequivocally it is a ticking time bomb which if left untouched is going to blow this sector apart. We have to be seen to be taking it more seriously than we have to date. Muddling through, as every single person has indicated, is just not acceptable.

Quite frankly, if we continue to muddle through I do not honestly believe that you and your deputy minister can continue to serve as you now are. One of you must resign. You are locked into two positions which in my view are very contradictory. Either one of you can be correct, but both of you cannot be correct. Anyone who signed that report cannot live for long with what is going on.

I think there are in this province an awful lot of people of good and lasting faith who are just about at the end of their tethers in anticipation of a response to one of the most decisive documents which has been tabled in this Legislature in a long time, and certainly one of the most decisive that has ever been tabled on university affairs. I really hope that if we are going to be serious about these estimates we will be able to elicit from the minister a far better and clearer understanding of the courses of action which are before us.

If we are going to be looking at a scaling down of the infrastructure in this province, I think it's time we heard from the government about that. I want to say something about that because you might ask where I stand. I'll tell you where I stand.

I think that what we have now is really a very unacceptable situation. What I'm hearing from an awful lot of students is, "Don't send us to a system which is advertised as being where it was in the early 1970s," which is the system I remember. It was a damn good system, but from the reports of my younger brothers who are still there it's one heck of a lot different now than it was then. "Don't send us into a world that has

changed dramatically for the worse and expect us to be very pleased with that. Make the changes if they have to be made. Do not force us to live with a second-rate system."

5:30 p.m.

I hope we are able to find the wherewithal to fund to the system that we have, because I think that for both intellectual and economic reasons the post-secondary community will play an ever-increasingly important role in the future. I believe very much, like David Crane and others, that if we are going to develop an industrial strategy and economic thrust in the 1980s and 1990s it is going to be one that calls upon the exercise of our wits and not the old resource mentality we had in the 1950s and in the 1920s.

We have an enormous challenge and opportunity for which I think our post-secondary institutional framework gives us a step up. To starve and to strangle those people now is to cut off our nose to spite our face.

I would very much like to see an acceptance of the first alternative as set out in the report to which I have made mention. Let us, for the foreseeable future, give a commitment to the interest of intellectual development and research and other enterprises and fund to the infrastructure that the Premier of this province supervised and built. Let us not take the position that we have to live with much less—a certain amount perhaps, but I am not ashamed to say that I think we have some situations we might look at and I am prepared in later moments to discuss some of those with the minister.

Hon. Miss Stephenson: Such as?

Mr. Conway: I have indicated that will be prepared to discuss some of those with the minister at a later moment.

Hon. Miss Stephenson: Such as?

Mr. Conway: I am not evading that.

Mr. Runciman: In private.

Mr. Conway: No, not in private, in public. I am not ashamed in any way to deal with some of those. I want to say to the minister that we cannot muddle through, as we appear to be doing now. We must send a signal to the community at large what our intentions are going to be. I would hope that, if nothing else, this estimates debate would begin the process of signal sending to those we have mandated, those whom we have deputized to run this system for us. I look forward to that kind of a signal-sending discussion in the coming hours ahead.

The Vice-Chairman: Thank you, Mr. Conway, for your expression of appreciation for the minister's remarks.

The next speaker will be Dr. or Mr. Allen, whichever you prefer.

Mr. Allen: Thank you, Mr. Chairman. May I say I appreciate your welcome to the committee. I consider it to be a considerable honour to be participating in these discussions after having had some experience in the university system.

I don't feel the sort of conflict of interest to which Mr. Conway alluded, which apparently kept him for some time from joining this committee and its deliberations. The issues are much too high; they transcend by far the question of personal benefit or conflict of interest. I certainly feel no sense of conflict as a university professor speaking on these issues in this context.

I want to say also that I appreciate very much the challenge that is provided by functioning in a committee which encompasses the estimates of the Ministry of Colleges and Universities, which is presided over by a minister who, if intransigent and who earns various kinds of sobriquets and bouquets alternately from the press, none the less is, in my estimation, very competent but in whose exercise of her position, however, I have some question with respect to her overall policy and principles and direction.

I want to say also that I have had a great deal of varied advice about how one functions in the context of this exercise, some saying, "Anything goes; talk about anything you want," others saying, "Deal with large matters of principle." I notice that the minister herself did a rather bitsy-piecy kind of operation in her presentation and left the rather large questions that are hovering around the ministry and the whole universities, colleges, job-skills question area largely unanswered.

I also wondered, in following Mr. Conway, whether we would not be covering entirely the same ground and I am surprised to see how complementary rather than duplicatory our remarks are. His comments arising out of his observations with respect to the report on the future role of the universities in Ontario are ones to which I subscribe. They certainly echo my sentiments with respect to my reading of the report and my juxtaposing it with the other reports which have conveyed to me some sense of the drift of university funding and colleges funding in the course of recent years.

Please excuse me if I have not bent my mind

around the whole of this ministry and into the job-skills training area. I still find some of the acronyms and statistics, etc., in the apprenticeship, the job-skills area, not entirely familiar, not bedded down in my mind.

As to the colleges, they have undergone a recent alteration in the funding mechanisms and perhaps one should not make too many comments on that until a little more experience has been had in that regard. I certainly recognize a number of problems in the colleges area that needs discussion and, not least of them, the problems that the students in the system come to me with about how paternalistic the regime is within the colleges under which they function.

What I do want to do is bend my remarks primarily to the university sector and to the problems that are emerging there. I want to say that the accomplishments of the Ontario university system, in the course of the last 15 to 18 years, have been rather magnificent ones. In field after field the whole subject of study has virtually been, not only revolutionized but elevated to levels which would not have been recognized by earlier professors and generations of students. In my own field, in Canadian history, the level of understanding which we now have of this country and its social, its cultural, its intellectual, its political, its economic life, is so far beyond what was the current fare for students, even 15 to 18 years ago, it is simply remarkable.

The tragedy that I feel is overtaking the system, year by year, as the 1970s progressed and as the more recent years have passed, is that that kind of advance, that kind of accomplishment, is being so seriously eroded that the foundations for the continual advance of that kind are being so badly undermined that one just cannot really but pause and wonder why it is that it is happening.

When I turn to what has happened in the course of the last decade, I think we are familiar with the broad ambit of the statistics in question; that from 1971, when this university system secured the largest percentage of the gross provincial product available to its support of any university system in the world, it has now sunk to a position of something like 10th, by and large, in the structure of university funding in Canada, and I understand something like 55th out of the 60 administrations in North America. That is a remarkable comedown.

I am astonished when I hear the minister refer to her concern about university budgets and deficits and a lack of managerial competence

out there in the university system. If she lived in those universities for very long she would recognize the degree to which university managers have pared back and pared back, turned out every other light in the buildings, cut back on the heating so that secretaries shivered in their seats all winter long, lowered the temperature of the water in the water system—bit after bit after bit. You talk with the people who maintain the buildings and they talk about even the inadequacy of the equipment with which they clean floors and clean walls and all the rest of it and the constant breakdowns at that level.

Yet here is the minister telling us about the inadequacy of the managerial capacity so that she now is going to have to introduce legislation which will force them out of deficit positions, force them to toe the line. I find that incredible, the failure to treat as responsible agents the people in institutions who are only incurring their financial problems as a result of the deliberate financial policies of this government. It just beats my mind to try to comprehend that sort of a statement.

When we turn to the estimates that are before us, while I recognize that there is some difference in their quality as distinct from those of, say, three or four years ago, none the less it seems to me the significance still can be stated briefly. That is that they represent another step, perhaps smaller than in some other years, in the decline of the Ontario university system.

There is no real reversal of the funding trends of recent years. There is no response to the challenge laid down in the Report of the Committee on the Future Role of Universities in Ontario to preserve the declining quality of either system, either by adequately funding or shrinking the system.

5:40 p.m.

When the minister says in her opening speech that there are other options, she does not go on and say what they are. How are we to guess what they are? The universities would like to know. I do not know what they are. The commission could not discover them. What are they? Why are they such a deep secret?

Once again, the advice of the Ontario Council on University Affairs is bypassed in a number of important particulars. The dire warnings of the Council of Ontario Universities and the intimate admonitions of the council of Ontario university presidents have gone unheeded. The level of funding in real dollars admittedly stays somewhat abreast of inflation, but in constant

dollars the funding remains steady. It does not keep up to the system in terms of its needs.

I am alarmed at the operating grants as a percentage of the total budgetary expenditures. They take a precipitous drop of almost a half of one per cent of the total budget and are down almost a full point from 1977-78. I think it is reasonable to expect the funding of the system to climb back up to 5.9 per cent. I do not think that is an unreasonable objective.

I do not accept the proposition that there is no more money available. Given the physical priorities, I am sure the money is there. I think it is there because the gap continues to grow between university and other sectors of education and health spending. The imbalance there continues and that is important to note. Universities fail to share in the percentage growth of public sector spending as a whole.

The estimates if not an insult are certainly a questionable response to a self-respecting system of higher education. They are a prescription for continuing decline in the system and in the broad range of Ontario culture. The lower school system cannot long escape the attrition of not only morale, but information, and the quality of input that it constantly depends upon from the university.

I do not know the minister well enough yet to understand how much the underfunding pattern of recent years stems from her own particular proclivities, her own understanding of the university, her sense of spending priorities or her perception of public opinion.

I am alarmed when I look at page 6 in her speech, to which my colleague from the Liberal Party recently alluded, where it reads: "Academics enjoyed the independence from reality of the workaday world and the rest of society saw it as a necessary ingredient to a culture's vitality. I believe this system has been seriously challenged in modern societies where economics is the ever-present criterion and evaluation of economic, human activity."

I gasped when I saw that statement. Is it really true? Are we now measuring cultural accomplishment, spiritual development, the worth or human personality and all that is related to the educational cultural sector in economic terms? Is that valid even if modern society says so? Are we not to question that? Are we to capitulate before it? If that is the minister's direction, then it has to be repudiated in all haste.

As for academics enjoying that sort of mythological ivory tower existence, if you look at universities and the way in which they function,

with the people—the teachers and the researchers—who make them up, you find a remarkable pattern of intimate engagement with the workaday world. It happens to be at a little greater distance in a certain sense than the workaday world appreciates or understands, but none the less the line is continuous. The engagement is real and the sense of its engagement is constantly present. I do not think there is the kind of distance that the myth perpetuates.

Now it may not be the minister's perception that that is the problem. Perhaps it grows instead from her colleagues, from their misunderstandings, from their wrong-headed priorities, from misperceptions of the universities in the cabinet at large.

The Treasurer (Mr. F. S. Miller), for example, three weeks ago was quoted in the *Barrie Examiner* as saying: "The public says education is an area where the government overspends while health is one where we underspend. If people think something, we, as a democracy, must try to meet their expectations."

Again, that is somewhat of an appalling statement of fiscal irresponsibility. The minute the people ask for it, the minister trots out and gives it to them. I do not for a minute think that is the way in which he behaves, but that is the way he says he behaves.

Mr. Conway: Can you imagine what Bud Gregory says?

Mr. Allen: I will leave that to your imagination. You know him better than I. Mr. Grossman may have recently rectified the question of health spending by indulging himself somewhat in that sector.

Mr. Miller and the minister are quite wrong if they think the public will not support increases in university funding. If he will listen and follow his own admonitions—which I admit are somewhat questionable—about people's expectations and responding to them, then he should attend to a survey recently completed by the Ontario Institute for Studies in Education. They sponsored a Gallup poll of Ontario residents in September on educational issues in general and on the question of university funding in particular.

That poll revealed that 82 per cent of the public were in favour of increased public funding for universities. A majority considered that in a time of financial restraint this should be accomplished either by reducing the funding of other government programs or increasing taxation. Over 80 per cent believed that if real reduction in funding continued, quality should take precedence over accessibility.

Those are interesting observations in the light of the minister's statement with respect to the public's view of the priority that should be given to education. In other words, support for Ontario's universities remains high despite government claims to the contrary.

Current enrolment increases surely underscore the same point. Students in the province maintain a healthy respect for the system and what it can do for them in spite of the fact that journalist after journalist tries to hoodwink the public into thinking universities are not a good avenue to follow in pursuit of a career or job opportunities. We had a lot of nonsense in that respect last spring in the press and it keeps cropping up in a curious kind of way which I do not understand.

It is obvious those who push that point of view simply do not look at the statistics and do not recognize how high a percentage of university graduates secure not only jobs, as the minister indicated in her statement, but satisfying jobs that are pertinent to the level of their training.

The current level of enrolment has something to do with the economic climate within which we function, but the levels range in some universities. At York University, for example, there was a 30 per cent increase in its freshman year. That has led to a doubling of the mathematics faculty to cope with the tide.

I think there is more than just absolute necessity in those enrolment patterns. There is a desire to avail themselves of the riches and the qualities and the skills that the university can impart in order to cope with their own professional ambitions down the road.

The myth of public nonsupport that I referred to is something the cabinet goes out of its way to spread. In the same speech I referred to the Treasurer, lauding skills training in general, charged that one major task is to get the universities oriented with today's needs. At the recent Council of Ministries of Education meeting Dr. Stephenson warned that refusal to recognize that higher education has an increasingly larger training component is not likely to improve the status of the system in the public's increasingly critical view.

There is evidence that the universities have been responding in a very sensitive way to the manpower needs of the nation. One has only to look at the statistics that relate to their production of those trained in computer skills and in the engineering sector. They were quick to respond and to produce graduates in those areas.

For example, in 1977 there were 1,773 engineering graduates, whereas by 1980 that had grown to 2,296 as a deliberate effort to respond to increasing need. In the computer science area: 1,729 in 1977 up to 2,222 in 1980. In the areas of general commerce and administration there was a fantastic growth, from 1,954 up to 2,816 graduates in 1980.

5:50 p.m.

When one looks at specifics with respect to the universities' response to manpower needs—which I want to come back to shortly—the situation is not that bad. The response is not that empty and yet that is the impression one gets from the statements that are continually lobbed into the public arena by the minister, occasionally by spokesmen of the department, and more often by members of cabinet and other members of the governing party.

The first thing I want to do—and in this statement I have taken a long time leading up to the first thing I want to do—is to remind us just what it is we are talking about. It seems to me the university remains curiously misunderstood, and the circumstances I referred to are a testimony to that. The university remains curiously misunderstood even, oddly enough—if one judges by public statements—by the minister herself and her colleagues in cabinet.

Its existence and its health are fundamental to both the very being of our society and to the quality of individuals within it, not just to its economic welfare and its economic advance. Yet there is at present a very vast oversimplifying, especially when it comes to manpower skills and the translation of the university into practical applications. There is a vast simplifying of the relationship between the university and social and economic needs, which is alarming, to say the least.

In their general misunderstanding of that relationship, many politicians and businessmen continue to identify as fat in the system what is, after years of restraint, essential to the core program of the university and without which all else in time withers. In their desire to harness the universities to political and economic advance, there is nothing wrong in relating the university to politics and economics, or to look for a usefulness from the university, but their advocacy of more job-specific, more research-specific programming, with its corollary of earmarked funding, threatens a grave distortion of both undergraduate and graduate levels of study.

In their common attachment—

Hon. Miss Stephenson: I am glad to hear you say that.

Mr. Allen: I am glad to hear you say that you are glad to hear me say it.

Hon. Miss Stephenson: I would simply refer you to some of the statements that have been made by the series of secretaries of state, for example, and other education ministers.

Mr. Allen: Yes, I am aware of them and I have heard the president of the University of Alberta refer to a rather astonishing letter that he received from the immediate past occupant of that position demanding in peremptory terms certain kinds of programs and certain kinds of conditions and so on.

I know precisely what you mean. It was an astonishing letter to hear about and I do not know whether you have been the recipient of similar letters, if other presidents in our system have received them, but they are astonishing and I am glad to hear you take the position you just have.

Mr. Conway: Can you imagine the response from this ministry?

Mr. Allen: In any case, the common denigration of the productivity of the public sector that one hears from some of your colleagues and from such political and business spokesmen as I have alluded to threatens to induce in that sector and in the universities in particular a state of morale and a level of affordable mediocrity in Canadian higher education which will back this province right out of the modern world.

What is the nature of this thing we are talking about? I suppose reading this will probably get me closer to concluding my preliminary remarks. What is the nature of that system? I think it is important to remind ourselves of it.

The most effective and best statement that I read in recent years emanates from our neighbour across the road, President Ham at the University of Toronto. I want to read it into the record, because I think it is useful to come back to time and time again.

This discussion paper, prepared for the Association of Universities and Colleges of Canada, states:

"The university is the corporate realization of man's will to know and to understand. It is...committed in the long term to extending and communicating man's understanding of matter, energy and materials on the cosmic scale of galaxies, on the human scale of nuclear reactors and oil refineries, and on the molecular scale of chemistry, physics and biology; it is

committed to extending and communicating man's understanding of the nature of life, the processes of development, disease and death in cells, in organs, in animals, plants and man, in communities, peoples and nations; of the roots and forms of political ideologies and power, of why economies flourish and flounder, of the behaviour of man in families, cities, organizations, of man's sustaining imagination as expressed in literature, drama, philosophy and religion; about the shape of society as it has been and might become.

"...the university is concerned with questions at the frontier of human understanding and experience. It is committed to building a capital stock of knowledge from which industry draws in conceiving new technologies, from which nations draw an adaptive response to crises, and from which individuals draw in comprehending their place and times.

"This view of the university is rooted in the conviction, well sustained by the historical record, that fundamental knowledge, having the dimensions cited above, has an immense range of intrinsic usefulness simply because it is fundamental. . .

"The creation and transmission of knowledge and skills across a broad spectrum of disciplines and professions constitutes what may be called the core undertaking of universities."

The point this document from which I am quoting goes on to make is that core undertaking of the universities is the heartland upon which all of the other functions of the universities depend. There is a comprehensiveness and integrity about that statement, and it points to a unity and an organic nature of the university system, which I think must make it a subject upon which one trenches, intrudes and intervenes, with great trepidation.

The ministry itself has stated its reluctance to intervene, yet in its own way it intervenes. In making those statements, it seems to recognize the problems one is up against as one confronts an operation of that magnitude and comprehensiveness, and whose inner workings are so finely tuned that it is often difficult to deal statistically with its bits and pieces.

For instance, in the fine series of articles John Cruickshank recently did for the *Globe and Mail* on the crisis in the university there were references to the few graduates in the fields of literature, history and philosophy. What professors in the university had to say in response was, "You do not just take statistics like that out of the university without examining a whole lot of

other relevant ones." The relevant data for enrolments, for example, in philosophy and history and literature, do not come from the numbers who graduate from those programs; they come from the incredible numbers of students who take them as part and parcel of other programs.

It is as important for students studying political science to know certain periods of literature and certain periods of religious history. For example, a contemporary political scientist who is not aware of the history of the ancient world and the way in which religions and politics were intertwined in that world is very much at a disadvantage in coming up against modern political history and the danger that certain contemporary political religions pose for our modern age.

One has to look at the statistical evidence in the university in a very finely tuned, subtle

fashion. To drag out some other apparently useful statistics about the graduates of certain programs turns out to be quite irrelevant to measuring their utility and their relevance in the university system as a whole.

The Vice-Chairman: Would you like to resume at our next sitting, Mr. Allen?

Mr. Allen: Yes, I would be happy to. That concludes the comment I wanted to make on the nature of the university.

The Vice-Chairman: Thank you. I would remind the committee members that we shall be continuing tomorrow on Bill 138, and that we shall sit again at two o'clock on Wednesday to consider the estimates of this ministry. We shall begin with Dr. Allen.

The committee adjourned at 6:01 p.m.

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 (York Mills PC)



No. S-15

Legislative Assembly

Legislature of Ontario Debates

Official Report (Hansard)



Standing Committee on Social Development

Estimates, Ministry of Colleges and Universities

Second Session, Thirty-Second Parliament

Wednesday, November 17, 1982

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Wednesday, November 17, 1982

The committee met at 2:08 p.m. in committee room 2.

ESTIMATES, MINISTRY OF COLLEGES AND UNIVERSITIES

(continued)

The Vice-Chairman: The committee will come to order. We are resuming the estimates of the Ministry of Colleges and Universities. When we adjourned last, Dr. Allen had the floor.

Mr. Allen: Thank you, Mr. Chairman. As you will recall, when I broke off my remarks at the end of our session the other day I had read a definition of President James Ham of the University of Toronto into the record, defining the nature of the university as the corporate realization of man's will to know and to understand. He was alluding to some of the implications of that statement for various aspects of the university's policy.

I think I had highlighted the complexity of the nature of the university that the definition suggests to us—its internal organization, the interrelation of its parts, the way in which it is used by students in often subtle combinations of programs and courses that almost, I think, defy some of the kinds of rationalizations and restructurings that are sometimes suggested to us when the whole problem of coping with the funding issue of the university is concerned.

2:10 p.m.

I do not want to carry my remarks any further into the whole area of restructuring and reorganization, but obviously that definition has some very sensitive and intelligent things to say to us if any such tasks were undertaken. It is something like trying to pick up a very tightly interrelated network of roots. If you have ever repotted plants, you know the problem of trying to separate a sufficient grouping of roots so that the several parts that you are trying to nurture and develop remain whole and intact with growth potential. I am sure the ministry is sensitive to that delicate task.

Hon. Miss Stephenson: I am delighted that we have a horticulturist.

Mr. Allen: I hope you will be able to use it from time to time.

Mr. McGuigan: A horticulturist just takes a spade.

Mr. Allen: It just goes to show you that a university professor is not so far from the workaday world after all.

I would also like to suggest that it has certain implications that I am sure you will be aware of for the whole question of governance and university autonomy. I may say I appreciate very much the number of times that the minister does use the terminology in her addresses on the subject.

University, as described, I think accurately, by Ham, is an organic cultural unit; it is an entity in itself. It is one of the great four orders of western social existence: the economic side which pertains to the physical support of life; the political which deals with the ordering of social relations of groups; the educational which concerns the realm of understanding and knowing and the pursuit of what is true and what can be known; and the religious which is the realm of the quest for ultimate meaning.

As such, just as the political, the religious and the economic are in many respects the best custodians of their own purposes and their own missions in a special sense, so it seems to be that the university is the best custodian of its own mission. I would want to underline that very heavily for the record. Obviously, there is a constant interaction with the other three that cannot be ignored and the responsibilities of one to the other are essential to the maintenance of ordered civilized life. None the less, what President Ham underlines for us is the extent to which there is a unity of existence, an integrity of purpose, a singleness of mission, which is the university's own proper area; the others trench upon that at their own peril, I think.

It also should alert one to using too simplistically the kind of language we often use about academics and workaday reality. After all, the academic has got his own workaday reality, and it is no less demanding and time-consuming than any other workaday reality. I am not sure how many people in the private sector would punish themselves as heavily as many academics do by engaging in a totally consuming world of teach-

ing, researching and writing, in which not only does your work take hold of your waking hours, but speaking from personal testimony, it so infects your sleeping hours that you constantly dream about it and wake up in the night in a somewhat dizzy state of mind.

Mr. McGuigan: You should go into business.

Mr. Allen: Yes, I know that has got its own pressures of the same kind, especially if you are a single businessman on your own trying to work in the context of the contemporary economic disorder.

As I say, I am pleased to see the minister regularly refer to university autonomy and to sense that there must be, therefore, some sensitivity to the integrity of the university in that respect. At the same time, that sometimes is not always, I think, consistent with certain of the evident impacts of patterns of underfunding, the approaches to research funding and appropriation, remarks that emanate from herself and others with regard to manpower training and the applications across the broad spectrum of economic criteria, and even the references to acceptable university elitism.

Hon. Miss Stephenson: I hate to intrude, but I am concerned that you would believe that I have ever related directly the concepts of manpower planning specifically with universities. I have raised it as a question because I have been questioned about it. I do not believe that the utilitarian view of the university should be the primary view, and I think I have said that very clearly in the remarks from which you are probably making some—

Mr. Allen: I have read two or three of the minister's statements, and now and then the notion of primacy of economic considerations and so on appears to intrude in the language. It has been difficult for me to just exactly sort out the scale.

Hon. Miss Stephenson: Yes, but it is a reality which cannot be ignored.

Mr. Allen: Of course not. I think we are quite agreed on that. I think we also agree that all of these elements that I have just referred to are interventionist in their own way and do intrude upon the autonomy question. Therefore, they have to be examined with great care and undertaken with great sensitivity.

Hon. Miss Stephenson: It depends on your definition of autonomy.

Mr. Allen: Yes. It is something like our problem with autonomy in the jurisdictional

realm in the Canadian Constitution where autonomy is often used to refer to provinces where there are overlapping jurisdictions and so on. The word autonomy is obviously a qualified term as you use it in the Canadian context.

Hon. Miss Stephenson: I would never use it in that context, I assure you.

Mr. Allen: With respect to research, the second application I would like to make of that definition, which I think should be helpful for our considerations, is with respect to research funding and the relationship to the prior requirements of the core undertaking of the universities, and in relation, too, to the fundamental knowledge which Ham suggests is the university's mission to generate.

I would like to read in that respect into the record a portion of a statement by the Social Science Federation of Canada on federal-provincial funding of research and universities on the issue of established programs financing May 1982:

"To the extent that human resources are the indispensable prerequisite of research activity, it follows that not only must there be a continued supply of researchers, but researchers must be given time to undertake research, as well as the appropriate material conditions. The current financial difficulties in the university sector are undermining both of these basic conditions.

"The time of the university professor is increasingly taken up by teaching and administrative tasks as a result of rising student-professor ratios. The increasing use of non-career-stream teachers in some universities reduces the production of research. Financial pressures have led to a steady decline of the organizational support of research in terms of adequate research collections in libraries, basic equipment, secretarial services, reproduction facilities, etc.

"Paradoxically, while researchers can afford to devote less and less time to research and with reduced material resources, they are also under pressure to be more productive and more relevant. The irony is that Canada now has a competent, maturing research community which is capable of full productivity and a world forefront role, if only the resources would permit it. The situation is similar to building and staffing a plant and then not supplying it with the appropriate raw material.

"It has been suggested that the federal government's concern for research would be better served if the federal granting councils provided overhead payments directly to universities in fixed proportions to the value of research

grants. This scheme is not the best means of providing the required infrastructure support since it is likely to create instability in it. American experience has also shown that the attaching of indirect costs to research grants has tended to make universities excessively dependent upon individual holders of large grants and to create difficulties when such individuals relocate.

"The established convention of research funding in Canada should be maintained. Provincial governments take full responsibility for capital costs of the physical plant, for faculty salaries and for all indirect costs, while the federal government takes responsibility for all the direct costs, including major equipment and support of trainees of the research it supports through its granting councils.

"Of course, it is by now very well recognized that the federal government supports a great portion of the indirect costs of universities through transfer payments. However, for practice to conform to the established convention will require provincial governments to provide adequate core support and a federal granting agency to be provided with increased budgets to support the full range of research needs and in order to avoid requiring universities to fund direct costs of research projects because of unrealistically low grants."

2:20 p.m.

Again, what these observations pertain to is the importance, which Professor Ham's definition highlights, of maintaining the quality, the extent and range of the whole core undertaking of the university system. Without that, all other levels of research of further higher educational endeavour atrophy and wither. Whatever balance is struck between federal and provincial contributions, it is unrealistic to expect the province not to be concerned about the relationship of university research and provincial economic strategies, such as they are.

There was a very pointed article, which the minister may have read, by David Crane in the *Toronto Star* on November 6. It summarizes what so many observers from top to bottom in the university system and all of the research councils in their statements have stated so often. The article highlights the interest the province has in developing high technology industries, as well as maintaining traditional industrial activity in the province. As the minister and the ministry are aware, those hopes and desires are necessarily based upon having highly

trained people, extensive research and development facilities and so on.

Crane, in a discussion with Gordon McNabb, president of the Natural Science and Engineering Research Council, reported some rather interesting comments and reactions. Mr. McNabb wondered out loud whether the situation in the universities, as far as core maintenance, building maintenance and equipment levels are concerned, was adequate to maintain any significant new imposition of major research grants upon the university facilities.

Gordon Slemon, dean of engineering at the University of Toronto, goes on to illustrate this when he notes that graduate enrolment in his department is up 12 per cent, but the department does not have the equipment and the facilities needed to cope with even that size of an increase in its graduate complement. He says, "If someone offered us a \$2 million grant for research right now, we probably couldn't afford to accept it because the overhead costs of the research grant would entail an 80 to 100 per cent matching figure" from the university itself. Given the inadequacy of equipment and related funding in the university system in Ontario, that 80 to 100 per cent just simply will not be there.

Mr. Crane notes in the article that, paradoxically, while Ontario is squeezing the universities at the worst possible time, the province is spending \$120 million over five years on new technology centres. When one talks about rationalization in the system and restructuring and so on, he makes a very interesting point. It is surprising that these centres were not tied in closely to the universities themselves where the facilities could have been shared, not only with businessmen and the staffs of the centres themselves, but with students and professors in the university.

He notes Ontario is not just simply in an ordinary recession. We are in the midst of a worldwide industrial revolution. For the new industries we need, we will also need new skilled people. That remains our best investment for our economic future.

I want to note the important relationship research moneys must always bear to the funding of the universities' core funding and that such funding should not be used in such a way as to distort the pattern of fundamental research in the universities themselves. I think Mr. Fisher's comments or the committee's comments in *The Report on the Future Role of Universities in Ontario* puts that problem in a nutshell.

I therefore cannot but believe that the minis-

try is aware of it. It asks whether the universities can sell more research to industry and government and thus relieve the financial pressure. The answer, on the one hand, is yes, but industry's demands are necessarily short-term to a great degree. Accordingly, care must be taken to ensure that the universities' own needs for long-term research in less glamorous and in less immediately useful areas are not neglected.

One just simply never knows what the utility of long-term fundamental research is in terms of generating economic potential. One undermines that, cuts it off, or puts it on an austerity basis at one's economic peril. Again, we are into an area which leaps over policy boundaries. Ontario's low research and development expenditures, by modern industrial standards, are closely related to our overreliance on the multinational corporation and a branch plant economy. A branch plant economy relies heavily both on foreign imports and upon foreign research and development.

The Bank of Montreal major research document issued in June, put the matter simply. It is cheaper for Canadians to buy their research and development abroad, so why go through all the hassle of trying to nurture it on their own in an original way? I would suggest the carrot of research grants and centres will come to naught without an aggressively government-led program of import replacement. It should draw on the need for research and development rather than just simply draw it out by research grant programs and by centres to pass through technology and advanced research.

With respect to the related area of using universities for manpower training, there has been a good deal of discussion on this subject over the last year and a half at least. It has ranged across the board from a small army of journalists through the president of the Royal Bank to federal ministers like Mr. Axworthy, across to Mr. Regan, back to the minister's own department and so on.

It strikes me there is a curious ease with which erroneous attitudes flood into this whole discussion, particularly when it gets out into the press. Whether this is by virtue of poor reporting or inadequate studies, the subject ends up being rather badly garbled. Again, getting back to President Ham's description of the university helps us to set the record straight.

One should, at least at the surface of it, acknowledge the employment record of both university and college students is unusually good in a time of very high unemployment in the

age sector from which the universities and colleges draw. I don't think there is any question about that and I cited statistics last day with respect to that matter. Also, I read out some of the evidence of the universities' response to the sudden demand in engineering, business and commerce and computer training in the university system.

What I would like to reiterate from Ham's definition is the importance of fundamental knowledge to ultimate application as the core of the universities' contribution. There have hovered historically a number of occupational or professional training complements that have been appropriately related to the universities and the universities' pursuit of knowledge across the length of its history in western civilization. That remains true today, with an expanding area of professional interest beginning with engineering and applied sciences around the turn of the century and onward into the more sophisticated developments of computer technology in our own time.

On the strength of recent federal reports undertaken under the names of Mr. Warren Allmand and Mr. David Dodge, Mr. Axworthy in particular has been very heavy in pressing the inadequacy of the university with respect to manpower training. I would like to just make a few comments in that respect, lest those attitudes have crept over into our own ministry unawares.

2:30 p.m.

Hon. Miss Stephenson: They have not.

Mr. Allen: I gather from the minister's comments that the ministry is not entirely unawares at all.

It is not entirely clear what so many observers at the moment mean when they talk about heightening the university's commitment to the manpower sector. One must beware of fads and faddism in this whole area. There seems to be a current fixation on computers and microelectronics and engineers. A short while ago it was on lawyers. There was a tremendous run on enrolments in the legal establishments. In so many of these instances at this time there is being generated a remarkable oversupply, and it is not only of lawyers.

In Alberta programs established to respond to the need for engineers and computer specialists discovered two years ago the beginning of a serious oversupply in that area. When one reads the kinds of programs that are mushrooming in the college system in this province, let alone the

university system, and the hundreds of students who are enrolled in those areas and related studies, one begins to get alarmed again as to whether we haven't fallen into the trap of some rather short-term fixations without adequately mapping out the long term.

Again, if one looks at the figures that were used for trades training in the discussions last spring, there were 65,000 needed by 1985-86. On the other hand, from the Department of Employment and Immigration came word that 20,000 skilled tradesmen would come into the country as a result of the normal application of criteria for immigration over the next three years. Are the educational institutions to respond to the need for 65,000 home-trained tradesmen, or are they to understand that the immigration department is going to supply them without us having to bother doing anything about it?

That is the state this whole ball game of manpower prediction and supply is at in this country. Is that kind of statistical quagmire the one the universities are also up against with respect to the demands for increased manpower training today from the universities? The whole discussion seems to be so disjointed, so misdirected, so dependent on a distorted and reductionist view of the universities that one would not take it seriously if such powerful figures controlling the levers of financial support of the university system were not involved.

I trust the minister will resolutely oppose such highly dubious arguments emanating from such studies as the Allmand and the Dodge reports who, curiously enough, acknowledge entirely in the course of their studies the complete and appalling inadequacy of our capacity to forecast the nation's manpower needs beyond three to four years. Yet the universities require anywhere from four to seven years of lead time in the preparation of skilled manpower in their special areas of training.

Furthermore, British studies examining the problem of such jobs and manpower forecasting in the context of a non-planned economy underline its impossibility and warn against the intervention in university affairs on so questionable a basis. We know what happened in Ontario when the universities were warned that the training of nursing was far exceeding the demand. Within two years of major cutbacks in the nursing programs, nurses were once more in short supply.

In conclusion, one must say with respect to that section, that university president after university president report their frustrations in

dealing on this subject with governments that do not appreciate the complexity and sophistication of the way the universities respond and relate to professional needs in the economy and the scale of their capacity to move beyond that.

The next area that concerns the department, and about which the estimates before us raise questions, is the area of accessibility. I think we are extremely fortunate in having had such a comprehensive and careful study of that whole subject from Paul Anisef in the course of this past year. In his study, the Pursuit of Equality—

Hon. Miss Stephenson: Funded by the ministry.

Mr. Allen: I am happy to know that. I hope that the minister accepts many of the assumptions and the policy recommendations that will follow from it.

Hon. Miss Stephenson: Did you not realize that the ministry had funded this?

Mr. Allen: Yes. I see your name is right here: "Honourable Bette Stephenson, MD, Minister; Harry K. Fisher, Deputy Minister." I am very aware of that.

Those of us in the field are much in debt to you in terms of the studies the ministry has been promoting to attempt to come to grips with this whole problem of university funding. Studies like Professor Anisef's are indeed extremely helpful. Our problem and our debate may be over how far we accept some of the implications that underlie them, some of the assumptions, and on the other hand, some of the recommendations that emanate from them.

Let me comment on Mr. Anisef's Pursuit of Equality, in which he declares that the most significant social question for the universities in the 1980s is "continuing or worsening social class stratification in our universities." Since most of his recommendations, although not all of them are equally sound, aim at the effective reversal of that condition of social equality in our universities, I think it alarming to hear the minister, although she has funded this study, referring increasingly to phrases like "the elitist nature" of the university without really defining for us precisely what she is meaning by that term because it is susceptible to many kinds of misinterpretation.

Hon. Miss Stephenson: I only speak of elitism in terms of intellectual elitism.

Mr. Allen: The problem, which I shall come to in a moment, is that so much of the intellectual elitism which one does identify in contemporary terms at the moment—

Hon. Miss Stephenson: It is ill-identified.

Mr. Allen:—relating as it does, and as you know, to certain class configurations, does not do justice to the potential of certain other groups in the community which might contribute to that elite, if one wants to use that word as you state in its best sense.

It is discouraging to look abroad and hear already the vulgarizations of Anisef's argument, which declare that the problem of accessibility has really become one of attitudes and not of finances. Let me therefore underline, not only Anisef's redefinition of the measure of accessibility as equality of results, by which he means moving beyond providing open opportunities to the necessity of gauging the adequacy of the results of all policies and acting accordingly to equalize accessibility across a front of disadvantaged groups, but I also want to underline his claim throughout the report that "financial considerations do play an influential role in who goes to university or community college."

I also want to underline the degree of emphasis he places on how higher fees plus larger loan complements—that is, basically the present policy that is being followed—will only further deter disadvantaged students. In addition to that, note the significance he places on the fact that relatively larger numbers of lower-income people provide the part-time complement as against the full-time complement of students. In other words, the seed of desire is indeed there in the lower-income community. Financial aid in substantial terms is still necessary to nurture it.

Mr. Anisef is not the first one to note the residual lower-class cultural characteristics that pose problems for university aspiration. Unfortunately, some of his recommendations suggest that he has not pressed his examination far enough. For example, it may well be questioned how the lowest-income families can afford to salt away their family allowances for future use by university students in their number who may never go to university. Whether a registered higher education savings plan will become more than another tax shelter for the advantaged may well be doubted also.

2:40 p.m.

Anisef knows that the gap in university participation of different rates and different classes has not closed in the 1970s and may be widening in the 1980s. At present about 10 per cent of university students come from the top 10 per cent of the income heap and only 10 per cent from the bottom 30 per cent.

In the light of that fact, it is strange that he refuses to set those conditions over against the

fact that the redistribution of wealth in this province and this nation has not altered fundamentally in the last 30 years. The problem of social stratification and of unequal rewards and unequal security remains the root of the problem for university accessibility as well as for many other problems we have in our society. That is still fundamentally an economic and not essentially a cultural question, as one could very easily get the impression was the case from reading aspects of Anisef and other commentators.

It does not take much social psychology to appreciate the value rationalization that sets in and is consolidated in class terms when a social goal like university attendance is effectively beyond the reach of low-income groups. It is not enough to cater to the so-called contest mobility, as Anisef puts it, of individuals largely through the school system. It is necessary to tackle the low-income status of disadvantaged families themselves and of the class to which they belong. That, of course, requires a complex of economic, fiscal, social and educational policies which at the moment appear to lie beyond the horizon of this government.

By way of illustration of the sort of thing to which I am trying to draw attention, may I note that the intractable character of social stratification and the social class clearly suggests the need of more than educationally based or financially interventionist measures as the solution of the accessibility problem, although both are critical.

Anisef does not move beyond that, but certain of his evidence makes abundantly clear the necessity of moving into the area, for example, of incomes policy and the whole area of the organization of work. For example, he notes that working-class mothers tended to be more demanding of conformity and obedience from their children, while middle-class mothers are consistently reported as more acceptant and egalitarian.

In so far as working-class or blue-collar jobs typically involve routinized physical work, which, he says, is strictly supervised and requires few interpersonal relationships—I have some question marks as to whether indeed that is true, as he suggests. There is a lot of interpersonal relationship in the manual and semi-skilled and skilled trades area, which I think this commentary upon which he is drawing underplays very seriously. He goes on to note that this emphasis in the family on obedience to rules is quite

consistent with the assumption of later adult statuses in the work world.

Again, he says social class structures promote different linguistic systems. The middle class, relative to the working class, places a greater emphasis upon the use of language in dealing with the person area. Middle-class children learn an elaborated linguistic code. Working-class children acquire a more restricted language code, reflecting the more limited life situations of the working class, the relationship between language use and self-concept, with more positive self-concepts developing when language use is strongly oriented to persons of middle-class background, rather than a skills, working-class background. In so far as schools require middle-class language skills and attempt to develop interpersonal skills that are important in assuming adult statuses, the working-class student lacking these particular linguistic skills is ill-equipped to compete at school or later at work.

I submit that you may well grab a certain number of the children who come out of those described backgrounds through Anisef's recommendations and snatch them into the university complement. What I want to suggest is that if one is going to take advantage of the residual potential that lies in the working-class community for the university system, for that higher training of the complement of skilled manpower that is needed in a modern industrial and post-industrial society, one simply has to engage in, first of all, a satisfactory incomes policy which will not tolerate the kind of spread which exists, for example, between the average industrial worker and the average doctor in our province.

It seems to me that one of the alarming elements of the government's response to the medical doctors' submissions over the course of the last year was that it simply ignored the fact that the doctors were attempting to peg the ratio of their earnings to those of the average industrial worker at their historically highest point, namely, in 1969 when the ratio was five times the average industrial wage. That ratio has taken different forms and different proportions over preceding decades.

It seems to me that a government that is concerned about incomes policy, about university accessibility, would put those two factors together and try at least to develop a guideline as to the tolerance or intolerance it has with respect to certain ratios of income level within society at large.

Second, with respect to the organization of work, some very interesting experiments in the world are undertaken in the organization of large-scale industrial establishments which involve working people in some of the most sophisticated decision-making in the enterprises.

If you ever have the opportunity, I suggest that you attend, for example, a showing of the film on the Mondragon experiment in northern Spain. A huge industry the size of Stelco functions on an entirely co-operative basis, resting upon working people who come from the work bench in their system, right up to the senior manager of the operation. No man has held an elevated management position in that organization for over something like three years.

The tolerance of income spreads between the top manager and the bottom worker in the system is only three times. They run educational programs up to the university level; they developed a magnificent banking system in the communities in northern Spain as an offshoot; they run their own high-level sophisticated research enterprises, and so on. This is all on the basis of ordinary working people.

If that can happen in northern Spain, it can happen elsewhere. If you aim at an industrial system which incorporates that kind of model, then you can begin to move working people beyond these kinds of industrial niches which, if you like to put it in the study's terms of linguistic codes, limits the kind of discipline that the family develops in response to the need it has to function in a certain way in the given kind of industrial hierarchy and system of command in the work place.

Anisef observes: "Acceptance of particular definitions of accessibility or equality of opportunity entails the acceptance of a number of related assumptions concerning the nature of intelligence, social justice and the belief in the influence of nature and/or nurture."

I think that, in some measure, Anisef is caught up in this web in his own application of a rather crudely liberal social Darwinist model of education as the instrument of what he calls "individual contest mobility in a struggle for scarce resources."

In that respect, my comment is that, as the ministry goes about applying this study, if it does, I would want it to be aware that this is hardly a definition of how the universities see themselves "preparing people for individual contest mobility in a struggle for scarce resources."

Second, it is hardly the model of society which I think either anyone in a traditional,

conservative social philosophy would want to adopt. It is certainly not one that I am prepared to adopt in a social-democratic philosophy. I do not think it is even a very happy one for most people in the liberal tradition, although they have sometimes spun off a bit more in that direction. So I give a warning in that regard. However, I am not, neither I hope is the ministry or the opposition, prepared to accept that working assumption as one either acceptable to the universities or as a social model.

2:50 p.m.

Coming back to President Ham's definition: "It is necessary still to hold out in front of us accessibility that is defined in terms of the fact that intellectual potential is widely distributed in all social cohorts, at the value of the pursuit of fundamental knowledge, in and for itself." It is of value because all knowledge is ultimately self-knowledge for the individual's concern and for the society concerned.

Third, there is a recognition that persons are of value in and for themselves and are not fulfilled by being instruments of their own greed or other's greed, as seems to be the case in a definition of "individual contest mobility in the struggle for scarce resources" implies.

Fourth, one thinks of accessibility in terms of the continuing enterprise to develop an organic, responsible, rather than an atomistic, competitive society.

Aniseff implies it is time to declare one's assumptions on this matter of accessibility. What are the assumptions regarding intelligence, social justice, personality, relationship of nature and nurture to which the ministry subscribes? What does it plan to do about them? Nothing surrounding the presentation of these estimates tells us, and the record of recent years is rather confused and obscure.

In this respect, at the recent Niagara-on-the-Lake conference involving university, business and community representatives, sponsored by the deans of Ontario universities and focusing on the future role of Ontario universities, I was struck by the fact that the business representatives who commented looked upon the arts and the humanities as enrichment. I was struck, on the other hand, by the union spokesman's comment that the arts and the humanities were roots of social criticism.

What I want to submit is that with respect to the whole question of accessibility, the organization, the development of high levels of consent on the one hand and dissent on the other, is absolutely critical. In the attempt to arrive at a

sustaining consensus in Ontario society—by a sustaining consensus I mean a consensus that is adequately aware, not only of the intricate nature of social problems, but of the nature of contemporary science, its assumptions, its ultimate products—that there is an adequate consensus to sustain the sort of higher technological industrial establishment we are trying to develop.

I submit that the two words "consent" on the one hand and "dissent" have to go hand in hand. They are the two most important words in our political vocabulary. They have to be sustained at a high level, and broad accessibility in the university system is absolutely critical for that.

Mr. Chairman, I was going to make some remarks about other elements of accessibility which related to graduate students and teaching assistance to visa students. Those are perhaps more particular items that can come up a little later, if we wish, in relation to specific aspects of the estimates, as also can more refined discussion of the ins and outs of established program financing transfers and the current tangle of dispute over that whole issue.

We are all aware of the basic statistical lay of the land in that respect. In recent years, the federal government has been providing something like 59 per cent of the dollars for higher education in Canada. For some provinces, program transfers and the transfer of tax points have entailed relying on the federal government for up to 90 per cent of all support for university budgets. By contrast, the federal government in the United States supplies only 13 per cent of the funding to the university system.

Obviously, there is a great disparity in the way funding is arrived at between two federal systems; that should make us concerned if nothing else does, about ratios of provincial-federal contribution to the system.

I am pleased to note that the minister is concerned about undue federal interference in this matter. But I must say that the arrangement of recent years has been an invitation to financial irresponsibility on the part of federal and provincial governments; given the track record in recent years especially, I would submit the latter.

When one considers that the minimum estimates of federal government contributions to the Ontario university system entail something like 56 to 59 per cent, 16 per cent student fees contributions and 10 or 11 per cent nongovernment contribution, that leaves somewhere in the neighbourhood of 15 per cent contributed by the province itself to the support of higher

education. Given the fact that this is essentially the domain of the province, I submit those proportions are somewhat appalling judgement on the trend of financing in recent years.

Mr. Joyal's more conciliatory manner may be of some relief to us all in this current standoff in federal-provincial funding, but the Ontario minister must move with more dollars into the gap if she wishes to retain mastery of her own domain—or mystery of her own domain? I do not know what the appropriate word is.

Hon. Miss Stephenson: I think mastery.

Mr. Allen: Mastery, yes. That, I think, rather suits your own temperament and sense of control, Madam Minister.

Hon. Miss Stephenson: No, it is just that I like the language as she is writ.

Mr. Allen: Yes, you are quite right, the language as she is writ. Would that more people would use it that way.

With regard to funding and the whole problem of restructuring the current system, I must confess that I come down on the first option that the report recommends. I do think, quite frankly, that it is fiscally possible for Ontario to fund the system as it is, even in the present environment. I think it is possible to close the widening gap in this province's support for health and general education on the one hand, and spending on universities on the other. Given the percentage of the total budgetary expenditure of the total provincial product, I think that is manifestly possible.

Universities are nervous, I think almost excessively nervous but understandably nervous, about agreeing to kite flying about restructuring when there is no funding assurance that goes with any of the hints and suggestions of restructuring. I do not think restructuring is impossible, and I am quite prepared to look at, and I think my party would be prepared to look at, the options in that regard, but I think restructuring is not possible to the degree that many imagine.

The sort of thing that Trent has done to concentrate on undergraduate education is a good example of where restructuring could go intelligently. The real break-up of single institutions, trying to create sorts of specializations in humanities and arts and social sciences on the one hand, or sciences on the other, begins to do that tearing-apart process which I earlier suggested would be only too damaging.

With respect to the funding assurances that universities are looking for, it seems to me the government's record is not entirely propitious in

this respect. One remembers the way in which the efforts of voluntary organizations to raise independent funds, apart from government contributions, ended up in having those voluntary efforts on their part subtracted from the government's contribution and reducing them once more to a steady state of activity in response to many unmet social problems when they in fact were trying to use their own resources and imagination to move in on them on a rather large scale.

The current move to limit university deficits, for example, may be another area that makes the universities nervous about embarking upon restructuring without, at the same time, certain commitments from the government as to the level of funding it is prepared to sustain. Whenever one talks about the level of funding in relationship to restructuring, one just sees an absence of hard data as to what the ministry considers to be, or what the government considers to be, an "acceptable level of funding."

It is quite clear, as is stated in the Report of the Committee on the Future Role of Universities in Ontario, that there is no single formula as to the level at which one must support a university system. That's obviously a matter that will differ, I suspect, from nation to nation, from cultural setting to cultural setting, depending upon its values and its priorities. But certainly, when one looks across the board and asks about the adequacy of university funding in Ontario in relationship to other characteristic western or Canadian administrations, one must come away considerably alarmed.

3 p.m.

In the latest review of the eight funding level indicators that has appeared, the universities of Ontario, without naming each of the categories, rank 10th, ninth, ninth, eighth, ninth, third, 10th and seventh in the hierarchy of Canadian provincial spending on university systems. The one, of course, that the minister likes to refer to most is the one which says third, and I understand why she would choose that; that looks pretty good. That is item 6, which refers to provincial operating grants plus student aid as a percentage of gross general expenditure.

One only has to say that third place looks good until you realize that the gross general expenditure of the Ontario government as a percentage of the gross provincial product is one of the lowest, if not the lowest, in the country and then you begin to depress that figure appropriately, that you come down considerably from the third rank.

The impact of this level of funding, of course, is now becoming a matter of legend in terms of building disrepair, inadequacy of equipment levels, in the depression of real dollar acquisitions for libraries. As a matter of fact, 10 years ago, in 1971-72, the levels of the library acquisition budget in this province in real purchasing power were double what they were in 1981-82.

When one looks at the impact upon university salaries and one realizes that salary increases in the universities since 1977-78 ran at an increase of 27.7 per cent as against a consumer price index increase of 47.5 per cent, one realizes why it is that university presidents tell us that they have ridden out an era of underfunding on the backs of their faculty.

When one realizes that a 30-year-old PhD now earns less than a transit driver in Toronto, and the salaries paid to younger professors may not be adequate as defined by the Metro Toronto Social Planning Council standards for a family of four, and when one realizes that teaching assistants are restricted to 10 hours a week income and find it impossible to go beyond that unless they jeopardize their full-time status on the one hand, or their income tax status on the other, and if those 10 hours a week earn them less than \$5,000 a year and they are therefore significantly below the poverty level for single persons, one has to wonder about the level of university funding in Ontario.

May I say then, in conclusion, that none of these funding conditions, none of the major issues in this review for the social development committee of universities' funding and related questions I have tried to address in these remarks, is in the least remedied by the figures that are given to us in these estimates. The squeeze continues.

The universities report that if the ministry hopes that these financial pressures will lead the universities unilaterally to resolve their problem in some fashion, then she and the ministry are badly mistaken. In the first place, as they point out properly, that would be an abdication of the minister's responsibility for overall policy.

The university system is not and must not be left alone in its resolution of the ultimate policy decision as to where it should go, what structure it should take, what proportion of provincial finances it should be able to appropriate. Obviously, that is not its task.

On the other hand, it certainly will not happen, these university spokesmen tell us, because the result of underfunding is that consensus in the universities, both within the

universities and between the universities, is becoming more and more difficult to secure on all basic university questions. The funding squeeze has reached the point where it is every man to his bastion.

That is not only between universities. One has to look, for example, at the different strategies the different universities have taken this year. York has taken the route to maximum enrolments in order to get around this squeeze. Others have tried to be more responsible, if you like, within the guidelines and have said limited enrolment is perhaps the more appropriate approach.

Within the universities there is the movement towards unionization of faculty, for example, and increasing standoff between administration and faculty on salary questions and on other policy issues.

Consensus is becoming increasingly difficult to find in the university system at large and within universities. One just simply has to sit back—I should not say sit back, I refuse to do that personally, but one does have to, it seems to me, finally ask the question of the minister, "How long? How long?"

The Vice-Chairman: Thank you, Dr. Allen.

Just before we press ahead, could I get some indication from the members of the committee as to what time they would like to complete today's proceedings? It is always up in the air on a Wednesday.

Do we want to go right through to six o'clock or are there other commitments that will take members away?

Mr. McGuigan: I have to leave by five or shortly before.

Hon. Miss Stephenson: Mr. Conway is to be here.

The Vice-Chairman: Okay, that gives me some indication, perhaps around five.

Would the minister like an opportunity to respond to the opposition critics' remarks?

Hon. Miss Stephenson: I would regret having to respond to Mr. Conway's remarks in his absence. He said he would be here at 2:45.

Mr. McGuigan: Could we wait until he comes?

Hon. Miss Stephenson: All right. In responding to the remarks of the critic of the New Democratic Party, I would first like to say that I have appreciated very much his participation in these estimates. We have had probably the most learned presentation regarding universities that we have enjoyed in the four years that I have

been minister and it is indeed a very great pleasure to hear that.

As a matter of fact, it seems to me both of the critics for the opposition parties have improved immeasurably the level of presentation over what we have had in the past. That, of course, relates very directly to the experience which both of the critics have had with the university system per se.

I really would like to say to the critic from the New Democratic Party that it has never been my view, and I think I express this in an interjection which I apologize for introducing, that the universities are primarily utilitarian or primarily economically oriented. The view of President Ham, as delineated in his paper, is one which I can appreciate and understand and support vigorously.

However, the question that you raised in the last part of your presentation regarding the decision-making on the universities' future role is one that I—and not only I but the Premier (Mr. Davis) specifically—have declared to the universities as not one which should be unilateral in any way on either side.

The concern I have is that for approximately four years we have been requesting vigorous university participation in the development of policy direction, if that is appropriate for a university system within the democratic society. One has just a little apprehension about whether we should be defining policy, even with great clarity in that area, without a suggestion that we are intruding upon the traditional autonomy, the traditional role of the university, and the very important tradition that there never be direct political interference into the role and function of the university per se.

I am somewhat disappointed that in spite of difficulties, and all of us face difficulties, there has been no very clear indication that there will be vigorous participation on the part of the university community in attempting to define policy in an appropriate, collaborative, co-operative manner. I hope that that may change.

Mr. Allen: Astonishing, in the light of the extensive efforts that are made through the Council of Ontario Universities to analyse and to develop standpoints on the part of university presidents to come and sit down with the minister and the Premier and to present to you their own collective views on the variety of subjects of concern to them and the fundamental policy and who on occasion have been told they would get some further advice regarding

the overall policy direction of your department. They haven't found it forthcoming and have gone back bewildered.

3:10 p.m.

Is it simply a lack of initiative or enterprise on their part? They seem to be very much engaged with the whole question. What kinds of problems is it you're expecting them to resolve specifically?

Hon. Miss Stephenson: I'm not expecting them to resolve any specific problem unilaterally. I am anticipating that there will be developed some reasonable consensus or some reasonable suggestion that there are ways in which together we may move to develop the appropriate framework within which the universities can function.

Mr. Allen: What's your understanding of why that is not happening?

Hon. Miss Stephenson: I shall not quote the most recent statement made to me by the representatives of the Council of Ontario Universities, but there is very real difficulty, apparently. I feel it is unfortunate that this is so. I recognize that you have alluded to what administrative officers perceive as the reasons for some of the difficulty, but all of us have to overcome certain difficulties in order to achieve what we want or what we consider to be appropriate.

Mr. Allen: Are you alluding to difficulties that you have personally in the cabinet?

Hon. Miss Stephenson: Oh no, none; not that I haven't got them.

Mr. Allen: I understand that in the course of the past summer you and the council of Ontario university presidents came very close to defining an acceptable position that would resolve questions of accessibility, quality and funding and that attempt was stillborn by virtue of the emergence of the restraint program.

Is that true? Is the first part true or is the second part true?

Hon. Miss Stephenson: Yes, the first part is very close to the truth. It wasn't just over the summer, it was over a longer period.

The emergence of the restraint program was a very minor factor in the demise of what appeared to be at least a coming together.

Mr. Allen: Could you tell us something of the nature of that emerging consensus?

Hon. Miss Stephenson: I think perhaps it would be inappropriate of me to do that right at this point, since I was informed very recently that there had been a total decimation of the

position which was in the process of being developed. That's probably much too strong a word.

Mr. Allen: It sounds drastic.

Hon. Miss Stephenson: I consider it drastic. It has been a very useful discussion and I think there will still be fruit as a result of that discussion, because many of the matters which were of mutual concern to us were addressed in a very frank and open manner. We did come to some sensible kinds of approaches to resolving certain of the issues. I'm not saying it's dead.

Mr. Allen: You're not saying that the universities are not coming forward with adequate proposals, suitable responses, with the kind of understanding you would expect, etc.?

Hon. Miss Stephenson: One might say that the universities are coming forward with 15 proposals, which does not help solve the problem.

Mr. Allen: The problem of consensus I was referring to at the end, which is not made easier by the funding problem.

Hon. Miss Stephenson: There is no doubt about the fact that members of the senior administration of the universities have been actively engaged in this process with me. I am not complaining in any way about the degree of participation which has occurred. It has been exemplary. The difficulty for me is that the degree of participation has not to this point developed results which are useful.

There is one other very major factor. You did allude to that in your remarks. I have to tell you that in the examination of all of the philosophy and the figures presented on both sides there is a consensus on the part of 10 provinces that the federal contribution to post-secondary education, even by their measures, has never exceeded 46.7 per cent of the cost of providing post-secondary education in any province in Canada. That is one of the figures which it is difficult for the feds or for the universities to accept, I gather.

Mr. Allen: It obviously is and everyone acknowledges it is a very difficult figure to come up with with some accuracy.

Hon. Miss Stephenson: Yes, simply because of the ground rules which were established when established programs financing came into being.

Mr. Allen: Yes, of course.

Hon. Miss Stephenson: That is not a matter on which we should be expending our energy in attempting to resolve at this point. What we

really need to be doing is trying to determine the ways in which we can work co-operatively to ensure the ongoing viability—in fact, the improvement—of our university system.

I am still optimistic as a result of my recent conversations with, as I've said, my fifth secretary of state in four years. That in itself was a bit disconcerting. I believe there is at least some philosophical meeting of the minds which is going to be helpful.

Mr. Allen: No doubt that's true.

Hon. Miss Stephenson: I think you must understand this. The other difficulty is that all of the ministers or treasurers of Canada have agreed, along with their first ministers, that the financial arrangements are matters which are to be determined by ministers of finance and not specifically by ministers with responsibility for post-secondary education. There has not as yet been any fruitful discussion among those ministers to try to determine what the future course will be.

Mr. Allen: Which ministers? The ministers of finance?

Hon. Miss Stephenson: Yes. The federal minister has not as yet met with the treasurers collectively in order to try to determine what that future course will be. The absolute lack of knowledge about the level of federal participation is very shaky ground upon which to build any kind of agreement amongst the ministers responsible for post-secondary education.

We also have had difficulty, I will tell you very honestly, in trying to determine what it is the federal government wants. I can tell you also very frankly that in our first ministers—

Mr. Allen: You are having the same trouble with them the universities say they are having with you.

Hon. Miss Stephenson: What do I want? They know what we want because we have not changed any of the ground rules at all.

Mr. Allen: I mean in terms of the alternatives that are held out before the system in the future.

Hon. Miss Stephenson: We didn't think there were any alternatives on the part of the federal government. We felt they understood what our shared responsibility was.

Mr. Allen: Except from their point of view it seemed always to be a growing quantity on their part and a growing proportion.

Hon. Miss Stephenson: I would remind you that the specific statement made by the Prime Minister in 1977 when established programs

financing was established was that this was the best of all possible arrangements since it would provide for the provinces the opportunities to make the hard choices which they would have to make in terms of controlling growing costs. It was because of growing costs that the feds introduced EPF in 1977.

Mr. Allen: I wouldn't dispute that.

Hon. Miss Stephenson: You've read the Leslie report, of course, on this whole subject.

Mr. Allen: Parts of it, yes.

Hon. Miss Stephenson: It's probably one of the best dissertations. One of the difficulties in all of this is that the federal government has stated publicly and quite clearly it wishes to have more recognition in the area of post-secondary education. We've tried to find out what it is they mean by "more recognition."

They wish to have more accountability. The accountability which is available to us from the universities is freely available to the federal government. It seems to me that should provide for most of the federal legislators the kind of report with which they can be comfortable in ensuring that the funds are appropriately expended.

We have not been able to determine what they truly mean by accountability, by identification of their participation, and also whether they mean to continue to support the university system in a reasonable kind of way. We don't know those factors at this point, and because we have all of this nebulous question floating around us it really is very difficult to come firmly to grips with what we should do as a provincial government in this area, except to define some general principles.

Mr. Allen: Surely one would have to admit that the EPF arrangement really was conducive to fiscal irresponsibility at both levels.

Hon. Miss Stephenson: No, it wasn't.

Mr. Allen: I think it must have been.

Hon. Miss Stephenson: No, I would disagree.
3:20 p.m.

Mr. Allen: The fact the government spent that immense quantity of funds without anything more than the most general of statements as to what it was intended for, that kind of unspecificity in transfers, leads to irresponsibility; just as, on the other hand, the fact that it is unspecified has led the provincial governments to move away from the 50-50 federal-provincial contribution that went to higher education, for example, in the previous dispensation.

In almost every provincial case what has happened is that as far as the universities are concerned they have come out on the short end of that deal from the provinces. In every case the provinces, some much more severely than others, diminished their percentage contribution to the university system in the overall funding equation.

Hon. Miss Stephenson: There is absolutely no way in which that statement can be validated.

Mr. Allen: It has been validated by many statisticians within a range of variability.

Hon. Miss Stephenson: On what basis?

Mr. Allen: On what basis? You only have to take the various funding analyses that, for example, the Council of Ontario Universities produces.

Hon. Miss Stephenson: What they have used, I would remind you, is the somewhat mistaken kind of guidelines which Gerry Regan has suggested are appropriate in doing that analysis, which are in fact incorrect.

Mr. Allen: They come out with different percentages just as you say the financial ministers of the provinces come out with different percentages. None the less, if you take the percentages as a whole they run anywhere across the system on average from 46 per cent of the ministers right through to 94 per cent, which I think Leslie himself alleged was the quantity that the federal government provided finally for the funding. It was way up, an astronomical figure.

Hon. Miss Stephenson: Yes, but I don't think it was that.

Mr. Allen: When you then build on to the federal contribution, whether it's 46 or 56 per cent, the student and other contributions, you end up with a provincial contribution in this province of not more than 25 per cent and not less than 16 per cent of the system.

Hon. Miss Stephenson: Since this—

Mr. Allen: Are you contesting now? Would you say that's grossly exaggerated?

Hon. Miss Stephenson: Yes, I think it is grossly exaggerated.

Mr. Allen: What figures will you yourself estimate the province contributes?

Hon. Miss Stephenson: Since it is impossible to determine precisely what the breakdown is in the two areas for which that EPF was established, which was health and post-secondary education, it has varied from year to year. There

isn't any way in which you can produce the kinds of hard-and-fast figures which COU and the federal government seem to like to establish in support of their own argument.

I do tell you that there was specificity in that transfer and the transfer was for health and post-secondary education. In this province I can tell you the support of post-secondary education has remained stable in terms of the gross provincial expenditure. It has remained stable throughout all of those years of peculiar variations in other areas. It's really almost the only provincial government which has maintained that stability.

In terms of the amount that is spent by the province in support of the programs which it has responsibility to support, the expenditure for post-secondary education has varied in minimal fashion throughout all of the years that there has been the tripartite arrangement. It seems to me that is the area which is most important in terms of the priority at which the provincial government holds post-secondary education.

Mr. Allen: I'm glad the minister alluded to that. It may have remained constant, but I think what the minister must also accept is that the constancy is also functioning related to the fact that public spending as a proportion of gross domestic product in the province is considerably lower in Ontario than anywhere else in Canada.

Hon. Miss Stephenson: Yes.

Mr. Allen: Therefore, with respect to the funding levels that sound so good when you refer to them in those terms, or have had the stability you referred to in those terms, when you come down to per student, per capita spending, when you come down to the proportion of per thousand dollars of personal income, etc., you run down to a remarkably low contribution in the constellation of the provinces taken together.

Hon. Miss Stephenson: I would refer you to the qualifying paragraph which appeared even in last year's documentation, that there were certain factors that were not taken into account in that comparison.

Mr. Allen: I thought those statistics were generated by a tripartite committee of which the government—

Hon. Miss Stephenson: Yes. Funds.

Mr. Allen: Is that an acceptable and adequate instrument?

Hon. Miss Stephenson: As I said, for the first

time last year, the committee themselves recognized that there were certain factors which were not taken into account which might have some impact on the figures.

The concern I have at present is trying to establish some stability related to whatever the federal contribution will be, so that we can work on the funding mechanism which will be available to the universities. It is extremely important that we maintain a university system of high quality. I believe we have that within this province, and it is my intent that it will remain so.

Mr. Allen: We have not lost it yet.

Hon. Miss Stephenson: No, we have not.

Mr. McGuigan: Could I ask a supplementary here?

Mr. Allen: Yes, go right ahead. I wish Mr. Conway were here. If he were, he could ask some questions too. It is too bad to duplicate this kind of discussion when he arrives.

Mr. McGuigan: We got lost in the statistics and interpretations of those various things.

In a democratic system such as ours, we have a federation of provinces and we have shifting balances of power and of economy between provinces. What sort of an arrangement could we have federally, provincially and municipally that would remain constant?

I remind you that your contribution to the municipalities changes just as the federal one to you does. How could we have something that would really be constant in a federation such as ours?

Hon. Miss Stephenson: I do not think it could ever remain constant. For example, one of the requests from the universities and from the municipalities is that we provide them with a five-year projection of the level of funding which will be available. The difficulty with that—and when we ask the same thing of the federal government we get the same answer—is that economic variations occur within years and it is not possible for a government to determine the level of funding for more than one year in advance.

The level of funding within Ontario has increased annually. It has not kept pace with inflation for the past two or three years. That was simply a matter of attempting to reduce government spending overall in order to allow more money to remain in the pockets and the hands of the taxpayers so they could make decisions on behalf of themselves, which I believe they make better than governments do.

To provide a long-term projection is extremely difficult. If there were some way in which one could predict economic cycles with a greater degree of precision than one can predict manpower requirements, it might be possible to make some kinds of general ground rules which could be adhered to. But no government in this country, either at the provincial or federal level, could ever do it for five years. Before the five years are up, they might not be the government, and you cannot tie the next government's hands.

Mr. McGuigan: I happen to believe it to be profoundly true. It is true in private walks of life and in business. It would be hard to predict what my income would be a year from now. I guess it will be stable in this job for at least one more year, more so than in most situations. How can the average person predict?

Hon. Miss Stephenson: With great difficulty.

Mr. McGuigan: It is very difficult.

Hon. Miss Stephenson: Yes. The problem the universities raise—and it is a very real one for them—is that their lead time for establishing a program, maintaining it, or even cancelling it, is so long that they must have some lengthy period of projection available to them. That lengthy period of projection is possible, except that it is not possible to announce precisely what the levels of funding are likely to be.

Mr. McGuigan: I have some thoughts for you on that matter, but I do not want to interrupt Mr. Allen.

Hon. Miss Stephenson: Mr. Allen's presentation was of great philosophical interest, and there were very few precise questions raised which I could answer. He said almost nothing within his philosophical dissertation with which I could disagree.

3:30 p.m.

I might have a little difficulty, Mr. Allen, with your acceptance of certain Anisef principles and certain other remarks made, as you did as well.

Mr. Allen: I did.

Hon. Miss Stephenson: But that is a very useful research paper. It is one of the matters which has been of concern to us, because in spite of the efforts that have been made through various kinds of programs, we recognize we have been singularly unsuccessful in stimulating certain groups within our society to consider post-secondary education seriously as an appropriate career pattern.

I am perturbed, for example, that the number

of French speaking, northern Ontario students participating in universities is significantly smaller than it is for even anglophone students in northern Ontario.

I am concerned that we have not, as yet, found the formula or the mechanism to encourage more native students to complete secondary school education so they might participate in post-secondary education. That is, I believe, not truly a monetary matter. There are many other factors than simply money.

I am aware that, in spite of our tuition fees—which are in existence for all students in Ontario—the numbers of students participating from what one might call the lower economic stratum of our society is greater in Ontario than it is in Sweden where there are no tuition fees at all. In Sweden, where tuition has been open to all students for many years, the participation rate of that group within their society is significantly smaller than ours.

I believe the student assistance program has had a very marked and significant effect on the decision taken by a number of students. We now know we do not provide them with the information early enough. We have been trying to do something about that. We have been doing something about that in grades 7 and 8, and I do not believe that is early enough either.

Mr. Allen: No, I am not aware of the Swedish case in particular, but it is quite obvious that North American university participation rates in general are much higher than the European ones. That is simply a difference of an open and a somewhat more closed class society in terms of the historical development of our two cultures.

Hon. Miss Stephenson: I thought that Swedish society was supposed to be very open, unclassified and unstructured, after their 40 years of social democratic philosophy.

Mr. Allen: That is my impression too, and I am surprised at the statistics you have given me. I just do not know. I would have to look at that one myself.

In Canada, the participation rate is not equal to that of the United States for that age group.

Hon. Miss Stephenson: It depends on what you are counting.

Mr. Allen: Yes, and what institutions you are including and so on. I know there is a grey area of debate there.

Since we want to get down to some more detailed questions and answers, I want to ask you about the accessibility question.

Does the ministry have any statistics on the

impact, for example, of your attempt to build the northern formula into the grant system? What measurable results did that have in terms of increased numbers of northern students participating in the system?

For example, what has been the result of the recent program to involve native Indian students in the universities in a somewhat more casual fashion, so they at least get a feeling for a different environment? Has that begun to spin off any native student enrolment that is of consequence?

In more specific terms, what has been the response of the ministry to date to the Anisef document and to the recommendations? Are they being considered? How far? Are new policies being developed or not at this time?

Hon. Miss Stephenson: In answer to your last question, yes, they are being considered. No, there are no new policies in the process of development because we are still in the consideration and collation of a response to Anisef.

To my knowledge, we do not have any specific numbers related to native students. There is no doubt in my mind that we are in the process of breaking down some barriers. I really could not give you anything specific on the increased participation except to tell you that, for example, the native counsellor program, a conjoint program of the ministries of Education and of Colleges and Universities, with some participation from the Ministry of Community and Social Services and from the federal government, is being enthusiastically supported by a significant portion of the native community because of the value which the graduates of that program bring to their own societies.

The native counsellor program is also beginning to have some effect on the rate of retention of students within the secondary school system, but it is not of such significance at this point that I could relate it in any statistical way.

I don't think there is any doubt that the establishment of the northern institutions has increased the participation rate of northern students in post-secondary education in a fairly dramatic fashion. It is probably the existence of the institutions, rather than simply the student assistance program or any other kind of encouragement, which has done a good deal of that. I think the increase in participation of the number of francophone students in the north has been specifically related to that as well.

Mr. Allen: Now that you are moving into your response to the Anisef report, I can ask you: are you establishing a cross-departmental commit-

tee to draw upon those departments which deal in the other social sectors? Are you trying to relate the question of accessibility to the university system in relation to the social stratification problem that Anisef identifies as being the most intractable of all the single elements, whether one is talking about sex or ethnicity or what have you? He identifies the social stratification, the social class problem, as the one which is the most difficult to break through.

Is your ministry establishing a cross-departmental committee to look at that question in terms of all of its ramifications, as to social policy, incomes policy, industrial and even work-place policy? That is more the kind of thing I would expect a government of ours to do than yours. None the less, are you moving in on that question at that level or do you intend to?

Hon. Miss Stephenson: That kind of committee for purposes of reviewing Anisef has not been established specifically at this point. However, we do have that kind of arrangement now, for example, with the ministries of Health and Community and Social Services. Also, we have been very actively pursuing that within our policy field in relation to special education, which is one of the factors that I think will have some significant effect on post-secondary participation, once all of that is in place and functioning appropriately. That pattern has already been established in the last three or four years.

Mr. Allen: Can I come at a question of accessibility that does not arise out of Anisef? That is the question I have been asking you in the House for a while, about the handicapped and particularly the visually handicapped.

Can you tell this committee at this time precisely what is going to happen to the audio library at Trent University? Do you have a recommendation forthcoming with respect to its future? Is the decision to terminate funding final, or will it be final? Do you have any knowledge of any other department in the government which is moving actively at this point to take up the funding problem of that institution?

Hon. Miss Stephenson: First I must tell you that the service at Trent was established, with some assistance from government, as an ancillary service. The policy regarding ancillary services is that they will either be self-supporting or supported by the university plus self-supporting in order to ensure they continue to function.

One would have hoped that by this time those principles would have been reached by the Trent audio library.

3:40 p.m.

Mr. Allen: You are aware of why they haven't?

Hon. Miss Stephenson: Yes and no.

Mr. Allen: Mostly yes.

Hon. Miss Stephenson: But a considerable amount of no as well. At any rate, I also must tell you that the whole matter of this service is one which is being examined within our policy field at the present time. I am not aware—

Mr. Allen: It has been going to be examined for quite some time, with nothing specific coming forth.

Hon. Miss Stephenson: It is being specifically examined at this time in relation to one or two other somewhat similar services within the province, in order to establish—

Mr. Allen: Such as?

Hon. Miss Stephenson: I'm trying to remember, because we're not the lead ministry examining it; that is Citizenship and Culture. It's the Oakville-Burlington reading service and something else. In addition to that—

Mr. Allen: One is a reading service for radio purposes. There is the Advocacy Resource Centre for the Handicapped activity, in the legal domain; then there is the periodical audio library at the Ontario Institute for Studies in Education and the Canadian National Institute for the Blind. None of those agencies has declared either interest or capacity to take up the audio library.

Hon. Miss Stephenson: To take over Trent.

Mr. Allen: To take up the Trent institution.

Hon. Miss Stephenson: I am aware of that.

Mr. Allen: Trent itself, of course, has had to wash its hands of it because of its own deficit financing problems. As you know, at the moment there is a reluctance across the whole spectrum of the university system to sponsor the financing of anything new—new institutes; old institutes are being collapsed, new ones aren't being developed, etc.

If the minister looks at the consequences of the closure of the audio library for the social development field as a whole and realizes that if only 30 or 35 of those visually handicapped students who will be thrown out of university because of their incapacity to handle the university education on the closure of the facility seek employment in the work world, it won't be

forthcoming. They will have to go on disability pension.

If they go on disability pension that's \$5,000 per person right there. Thirty-five of them is \$165,000. That's the budget of the audio library.

Has your ministry, in conjunction with the other ministries in the social development field, taken account of the financial implications for the government of closing that facility? Are any of your cognate ministries coming forward with what obviously would have to be a very realistic solution of a financial problem?

It is not just a problem of the visually handicapped but a problem of your own government, in having the ongoing funding of disability pensions, which could be astronomical over the years.

Hon. Miss Stephenson: As I was about to say, the social policy field has designated one of the ministries as the lead ministry to investigate, with the co-operation of the other ministries, the matters related to the various services which were under discussion and to come back with a policy which I believe is to be available to us by December 1, 1982, or something of that sort.

As you are aware, additional funds were provided again to Trent this year to keep the library open until next spring, because we hope the policy will be in place by that time. This is a matter which is being looked at by the social policy field.

Mr. Allen: I hope the funding that is forthcoming, if such is the case, is not just another annual grant. The simple fact of the matter is that the state of morale at the audio library at Trent at the moment is such that that agency simply will not continue, even if it's given just a year's lease on life.

Hon. Miss Stephenson: You are really not suggesting, I believe, that the Ministry of Colleges and Universities take on to itself the funding of ancillary services, developed by a university on the basis of its own estimate of what needs to be done within its own community or within the university community, as an additional responsibility, thereby reducing, it seems to me, what would be available in terms of operating grant to the universities?

Mr. Allen: What I am saying is that it seems to me that can easily be done without reducing other university funding in actual fact. I think that is the case.

Interjection.

Mr. Allen: Well, if you take the statistics that I just mentioned, one of your related ministries

in the social policy field is going to be in for a hefty increase in pension expenditures if you don't do it.

Hon. Miss Stephenson: That may or may not be the consequence.

Mr. Allen: It's hard to imagine it would be otherwise.

Hon. Miss Stephenson: In a worst-case scenario that is a very real possibility, but certainly the matter is being examined at this point. We have attempted through various means to assist Trent to resolve the problem. We have not been successful. Therefore, the social policy field, as a field, is examining this with the ministries.

Mr. Allen: I will look forward to December 1 with some anticipation.

Hon. Miss Stephenson: I'm not sure that you're going to hear it on December 1. It may be available to the policy committee at that time. In fact, I can't tell you when you will hear about it, honestly.

The Vice-Chairman: Are you through?

Hon. Miss Stephenson: I'm not, because Mr. Conway isn't here. I was going to respond to some of the questions he had put.

Mr. Allen: Do you have some further comments? I have some other specific things I can bring up. I did break into your commentary of a more general nature and I don't know whether you want to pursue that.

Hon. Miss Stephenson: In actual fact, the other responses I had were related to Mr. Conway's questions. Perhaps I should simply proceed at this point, since it's now an hour later than when he said he would be returning.

One of his questions very specifically was the relationship of the ministry to the Ontario Manpower Commission. I would remind the members of the committee that the commission was established to develop policy relating to training and job creation, including policies for youth, women, native peoples, the disadvantaged and the handicapped. The commission reports to the cabinet committee on manpower and through that committee to cabinet.

The membership of the commission is this. There are three representatives of organized labour; three representatives of industry; two representatives of colleges of applied arts and technology; and one representative of the universities in the province.

The relationship is a very close and collaborative one with the Ministry of Colleges and Universities. MCU and the Ontario Manpower

Commission share responsibility for working with the Canada Employment and Immigration Commission on planning and implementation of training programs. They work together on developing a data base relating to labour market needs, as well as that can be done.

This is something which will now be shared, of course, through the new mechanism at the federal level, under the new National Training Act. We also work together on planning and implementation of programs and evaluation of programs related to the development of skills. There is an ongoing close and collaborative relationship which is one which has been of great value in the whole area of manpower planning, and certainly in the area of the development of programs for specific skill requirements.

We have had real success this year in this collaborative effort in dealing with the federal government in the delineation of the new National Training Act and until Friday of last week we were, I believe, the only province to have signed the agreement under the National Training Act with the federal government. I am pleased that the new female Minister of Higher Education and Continuing Education in New Brunswick has seen fit to become the second to sign an agreement under the National Training Act.

One of the things you should know is that we now have four women ministers with responsibilities for education in Canada. That is something you guys are going to have to watch. That is a very real departure from the traditional role and function within the Council of Ministers of Education, Canada.

Mr. Allen: That is a development much to be praised in the light of the fact that women moved so early into the educational domain in the last century.

Hon. Miss Stephenson: Yes, but they moved to a level and stayed there for such a long time.

Mr. Allen: That's exactly right.

Hon. Miss Stephenson: I was fearful they were never going to move out.

In one of our other areas of activity, which doesn't relate directly to this, in the principals' course a couple of years ago we threw off the shackles of quotas and admitted those who applied who were qualified to the principals' courses and have a very dramatic increase in the percentage of women participants. I think it was something on the order of 35 per cent this year. They are doing well, I must say.

We'll beat down these barriers yet.

Mr. Allen: I'm sure you will.

Mr. McGuigan: How much faith do you put in your forecasts? I guess the answer I am looking for is that I hope you don't put too much faith in them.

3:50 p.m.

I've nearly finished putting four children through university. The last one, a girl, is in her second year of architecture. I have three girls and one boy. Another of the girls is a public health nurse in Alberta. She graduated at a time when it looked as if you couldn't buy a job. Within two years they were scrambling for them.

Our other daughter is a lawyer. She's in this group of too many lawyers, but she is doing something she likes to do. She has carved a small niche for herself.

My philosophy is that I don't think Mr. Allen or any other group of people sitting in an ivory tower should be telling me or my family or other people whether they can go into this course or another course. In this society of ours we still continue to put some value on the right to fall on our faces, if we wish to.

Hon. Miss Stephenson: The right to choice, if we measure up.

In the area of university education the only specific control that has been exercised, aside from the provision of teaching places and that sort of thing, has been in the area of medical education. In 1975 the then Minister of National Health and Welfare determined we were going to have far too many physicians in this country and put a lid on the admissions level. There was a reduction of admissions to faculties of medicine in Ontario as a result of that.

That lid has not been entirely successful, I might tell you. In Quebec they are now admitting something on the order of 110 more than the quota, if you like, that was suggested for them in 1975. Of course, British Columbia has just about doubled its enrolment in its medical school as well since it has determined that it's going to be self-sufficient in production of physicians.

There are no controls otherwise exercised by government. It would be my sincere hope that government would never enter into that field. I think they made a mistake in entering it in the medical field. I believe it should be a matter of the intellectual capacity and the motivation of the student to determine the choice of that student.

There is no doubt in my mind that an education in law may not ensure that individual

is going to practice law, but should ensure that individual has a very useful contribution to make to a very large number of other occupations. We know full well, for example, that many of the engineers who graduate are not practicing engineers, they are functioning in business, providing that expertise to many businesses.

As I said, I would hope we would not be making that kind of decision. Mind you, we have in this province put a damper on the whole area of teacher education by the total closure of institutions which were supported entirely by the province and were not university faculties of education. We have transferred that responsibility totally to the universities. There has not, as yet, been any quota put on that.

We know full well that a very large number of students, close to 13,000, made application for admission to faculties of education this year, in spite of the fact that the opportunities for teaching posts are obviously relatively limited. This has resulted in an enrolment which is about the same as last year, about 3,600.

We know full well those young people believe this is an appropriate educational experience for them. We also know that there are certain areas of business and industry who find that graduates of teacher education are superb employees in specific areas such as personnel and look for that kind of educational background.

I do believe the decision about admission should be made by the student, with the university involved determining whether that student is an appropriate individual to be admitted to the course rather than any edict coming from on high, wherever high is.

Mr. McGuigan: I am certainly glad to hear you say that. Mr. Allen was referring to the doctors wanting to have five times the industrial wage. I would submit if you let the marketplace settle that question it would be a good deal less than five times. They would still have a very nice life with a reasonable salary.

Hon. Miss Stephenson: Some of them might be a good deal higher than that, as well.

Mr. Allen: That would be my concern, that the marketplace might make the income disparity even worse.

Hon. Miss Stephenson: Are you really saying that there is some Solomon within any society who is able to determine, with any degree of precision, what the worth of one individual professional is to that society as compared to another? If you are, I have not met that Solomon yet.

As a total non sequitur, Mr. McGuigan was asking about how much stock we put in manpower projections. I am a little bit on the side of Art Kruger, which is rather unusual since we do not agree about much. He certainly defines, as I would, the whole business of manpower projection as probably the most imprecise art we can be involved in.

Mr. McGuigan: Witchcraft.

Hon. Miss Stephenson: It is not really witchcraft; it is a matter about which we must have some information if we are going to try to be reasonably intelligent, in terms of whatever planning we can do to ensure that there is an economic viability to our society.

For example, we know that we simply cannot rely on the importation of the numbers of skilled trades upon which we depended for many years. We have to have some idea of the numbers that may be required. Industry has grave difficulty in providing us with accurate or precise information.

We do have to do a little crystal-ball gazing from time to time, but I think we have to be involved at least in the exercise to try to determine whether or not we can develop greater precision. If we do not do it at all, we will never know that we can do it. Therefore, we are willing to make the attempts to move in this direction.

Mr. McGuigan: Witchcraft might be too harsh a word.

Hon. Miss Stephenson: Yes, it is a bit. Prognostication is better.

Mr. Allen: It partly describes the appearance of the people who engage in it.

In this whole question, I think one has to concern oneself with not just simply manpower forecasting but also a degree of overall economic oversight and planning that does make it possible to function with some sense of reasonable anticipation of where the economy is going, what degree of input government is going to make to have certain things happen, etc.

Hon. Miss Stephenson: Right.

Mr. Allen: In the upshot, is it not also necessary, surely, for the government, while this does not stand counter to the function of the marketplace, to inject into the marketplace for young people some quite specific sense of what the lay of the land is in terms of occupational need?

Hon. Miss Stephenson: Or may be.

Mr. Allen: Or may be. At this time the whole interface, particularly between the secondary

school and the university and the colleges with respect to giving young people that guidance is, in my experience, almost nonexistent. There is a program of student counselling, but I have young people going through the high school system right now and when I questioned the counselling system in place in Hamilton and what they were doing to my grade 9 child, I was told, "Not to worry, what we are doing at the moment may look pretty odd but it is part of a highly worked out system that you will see reflected in subsequent years as your young fellow goes through high school."

To date, nothing has happened by way of following up that curious test he was given three years ago.

Hon. Miss Stephenson: Curious test? Is not that interesting.

Mr. Allen: It was a big page on which they checked off various kinds of options in the professional and occupational world which they might or might not be interested in pursuing, what they liked or did not like, etc., most of which they knew nothing about anyway, in the first instance. No one had introduced them to one tenth of these occupations as wide possibilities with certain requirements, certain kinds of temperaments or tastes or capacities. None of that was in the background.

4 p.m.

Hon. Miss Stephenson: And this was on the basis of having read very carefully After Eight, for example.

Mr. Allen: For the student in question?

Hon. Miss Stephenson: Yes.

Mr. Allen: After having done nothing. It was just simply—

Hon. Miss Stephenson: After Eight is a publication which is provided by the Ministry of Education for both students and parents. I would be remiss if I did not remind my honourable colleague that there is a very critical role for parents in all of this as well. I am not sure that you can depend only on the professional expertise of guidance counsellors.

Mr. McGuigan: Those After Eights taste good, too.

Hon. Miss Stephenson: It is the wrong package, James.

Mr. Allen: Is this whole question of the interface being addressed by your joint ministries?

Hon. Miss Stephenson: Yes.

Mr. Allen: There is a tremendous inadequacy there right now.

Hon. Miss Stephenson: I am not sure that it is totally inadequate.

Mr. Allen: Its application in the system is not getting out, it is not working.

Hon. Miss Stephenson: It has great room for improvement; in the very near future, you will be hearing more about the ways in which this will be improved, as a matter of fact, through activities which will be initiated, some of which have already begun. In certain areas, very good interface functions are going on—in the Ottawa Valley for example, related to a specific subject area, and in Western in London related to yet another.

In fact, there are four or five that are really good, where, indeed, those responsible for that course area at the secondary level and post-secondary level meet together and find ways in which to help one another to solve those problems for students. We need to have more models of that sort. That, of course, was one of the suggestions that was made by the interface study, and we did encourage and attempt to assist in the development of those programs. They have not always functioned effectively.

I must tell you that one of the reasons which I hear rather regularly, particularly from secondary school students, about their lack of effectiveness is that there is a degree of aloofness on the part of those at the post-secondary level to participate in this kind of activity, which bothers me, because I think this is one of the things that is going to have to happen if we are really going to solve that problem.

The one other item the member for Renfrew North (Mr. Conway) asked about was the whole question of ancillary fees. I suggested to you yesterday, I believe, that we had communicated our concern about the charging of ancillary fees at the university level to the chairman of the Ontario Council on University Affairs and have asked for OCUA's advice on this whole matter. As you are aware, in—

Mr. Allen: Did you ask the same question in respect to the colleges?

Hon. Miss Stephenson: Yes, in 1980, when we became acutely aware that certain of the colleges were in the habit of charging ancillary fees, in some instances at a fairly significant level, a memorandum was issued to the colleges that all tuition-related incidental fees, that is anything that had anything to do with the teaching program, had to be included in the

standard tuition fee. We have attempted to ensure that that does happen.

Mr. Allen: Included or added into?

Hon. Miss Stephenson: No. They are included for purposes of funding within the tuition fee. They are not an addendum to that.

I do have to tell you that the airfare charges for students in travel courses to take trips to Barbados, for example, as part of their learning experience, is not included in the tuition fee. That has raised, I gather, some questions.

Mr. Allen: It would be a matter of alarm to the public if it were.

Hon. Miss Stephenson: That is right.

Mr. Conway: I apologize again to both of you for being delayed but other activities have intervened today to make my day a little more complicated than it was otherwise to have been.

What about a situation whereby university X or college Y decided that it was going to be a matter of policy for the institution that there would be a capital replacement fee?

Hon. Miss Stephenson: The colleges are not permitted to do that.

Mr. Conway: All right. University X decides that there will be a capital replacement fee to be levied for all students in X programs, say particularly engineering, science, whatever. As it stands now, what is the view of the minister and her officials with respect to the propriety of that?

Hon. Miss Stephenson: From a very personal point of view I feel that that would be inappropriate and, while I am aware that in certain faculties students have, I believe, voted to participate in such an activity, to my mind none has been levied as yet.

Mr. Wilson: The second half at Waterloo turned it down, I hear.

Mr. Allen: McMaster held a vote which added, I think, \$10 or \$15 to the fee as a contribution to the McMaster University fund which, of course, had a lot of purposes.

Mr. Conway: Can you indicate, or perhaps one of your officials might comment and you certainly can as well, what have you picked up—I have heard it in a couple of places—how widespread is it, by virtue of your calculation?

Hon. Miss Stephenson: Not terribly.

Mr. Wilson: Ryerson has had a computer thing, Toronto has had the engineering vote, Waterloo has had a split vote amongst their co-op students—I understand the second half of

the program just recently has voted against it so the chances are that will not go forward—and Western has gone with the capital fee which may come in this next year if the advice you have sought does not preclude that.

Mr. Conway: That is just what I want to get clear in my mind. You communicated your concern about tuition-related expansion in fees.

Hon. Miss Stephenson: To ancillary fees beyond those traditionally charged to a student which related to the athletic fee and the student administration fee, that sort of thing.

Mr. Conway: Will the board of, let us say, the University of Western Ontario be aware at this point that it is government policy that capital replacement fees would be inappropriate?

Hon. Miss Stephenson: I am sure that there are those at Western who are aware that we have expressed concern about this matter to OCUA, and have asked OCUA's advice in terms of policy.

Mr. Conway: We may come back to that a little bit later; that is fine.

Mr. Allen: On that question, is it not still a curious situation that the level of the government's funding of the colleges and the universities has put them in the position where, in desperation, they have gone after these ancillary fees of one kind and another, and which are very different in scale from one institution to another?

They have done that, I think, with a considerable reluctance. Was it not adjustments in the funding formula arrangement that pushed them in that direction in the first instance in the colleges, and is it not the difficult funding levels that have forced them all into such things as capital grant fees?

Now you are saying that you disagree with them levying these fees and you are beginning to take action to corral that happening. There is, I gather, legislation impending with regard to university deficits, which are obviously not a particularly acceptable practice and nobody wants to engage in them but, none the less, the cause of them seems to be relatively obvious. By restricting those practices, you are simply tightening the noose up much more upon the institutions in question and forcing them into what you consider still to be possible economies and adjustments in the system, but which more and more, I am persuaded by the evidence that I see in the institutions, really is an impossibility. You have them at both ends when you move in on them like that.

Hon. Miss Stephenson: No. First may I tell you that it was as a result of investigations in the process of developing the new formula for distribution of funding at the college level that we discovered that this was happening. It was happening long before there was any new funding in the college system.

4:10 p.m.

As a result of that investigation, that determination was made in 1980 and the colleges were informed. It does not seem to have posed a problem for them. It is not a major difficulty at any of the colleges within the province at this time. The activities began at the university level within this calendar year. As soon as we determined that it was indeed happening, we asked the Ontario Council on University Affairs for its advice related to this.

Mr. Allen: Do you not take this as an indicator of the extremity of the circumstances? Do you not feel the need to stop your relentless squeezing of the universities?

Hon. Miss Stephenson: It has been anything but relentless but, none the less, I would take it as an indicator that perhaps the universities are now beginning to realize—and this is probably somewhat facetious—that they really have to indoctrinate their students with the concept of personal responsibility for ongoing support of the university after they leave the institution. Having failed to do that for so many years, this may be one of the avenues to ensure the alumni become a little less parsimonious than they are in Ontario, and Canada generally, in terms of support of institutions such as universities.

I am appalled that in 1969 only 25 per cent of all Canadians gave more than \$100 to any charitable activity. I was even more appalled to find out that in 1980 that figure had dropped to nine per cent of Canadians. That demonstrates to me a meanness of spirit which is less than appropriate for Canadians.

Mr. Allen: The overall level, yes; the drop is related to other economic factors.

Hon. Miss Stephenson: In 1980 I doubt it could have been related to other economic factors when there had been a very significant increase in the retained earnings of most Canadians during that period. It wasn't until the past year that it began to—

Mr. Allen: True, but as your own minister of finance said, the psychology of these situations is perhaps as important as the hard reality.

Hon. Miss Stephenson: One of the psycholog-

ical factors that one has to question critically is whether the movement of governments into the maintenance of at least a minimum level of support for universities has not relieved the ordinary citizen, particularly the university graduate, of any feeling of responsibility.

Mr. Conway: But with all due respect, that has been determined as a matter of public policy.

Hon. Miss Stephenson: I am aware of that, Mr. Conway.

Mr. Conway: I see it going on now with your colleagues in the ministries of Citizenship and Culture and Tourism and Recreation; the systematic alteration of the traditions of voluntarism. You are doing that as a matter of stated government policy and it seems to me to be passing strange to say that 10 or 15 years after that major thrust, we lament the parsimony and niggardliness of the whole generation.

Hon. Miss Stephenson: No, Mr. Conway, I lamented it in 1960 when we introduced hospital insurance the way we did because I learned in 1960 that the contributions to hospitals fell off with dramatic suddenness.

Mr. Conway: I know something of your ideological proclivities and while I do not necessarily agree with them chapter and verse I can appreciate where you are coming from. I think you must also understand that, as a senior minister in this government headed by a man who built much of this system, it was a matter of your government's policy.

I presume, as someone who sits continually around that executive table, you accept your share of ministerial responsibility in the—

Hon. Miss Stephenson: Of course.

Mr. Conway: So I think the point clearly has to be that, while it may be true that our rate of alumni giving is less than it was—

Hon. Miss Stephenson: No, it is not maybe, it is.

Mr. Conway: All right, less than it is, or rather less than it was, or less than maybe it should be, or less than it is in the United States—your government, and no less a person than the leader of your government, had an awful lot to do with the framework of governmental participation in—

Hon. Miss Stephenson: It was one of my predecessors, but not the predecessor to whom you are referring.

Mr. Conway: The dynasty and its continuum is appreciated by us all. I think it is not very

acceptable to now scold people. I quite frankly do not agree with you because I think one of the difficulties is the varying fiscal capacity of institutions.

I was at Queen's University the other day and I understand that the Queen's quest, which began with a \$10-million objective, has now got \$14 million. Quite frankly, I am not surprised in the slightest. I have absolutely no desire to do anything other than congratulate the good folks at that institution. But I think to compare, for example, the capacities of Queen's with the capacity of Lakehead University or Laurentian University is—

Hon. Miss Stephenson: I was not doing that.

Mr. Conway: I think it is implicit in the policy direction in which you are trying to go now.

Hon. Miss Stephenson: This is not a policy direction.

Mr. Conway: You have made speeches that I have heard in which you have lamented what you have repeatedly—

Hon. Miss Stephenson: Because I believe that firmly and have always believed it. As a result of that personal belief, I have at least tried to exercise my own responsibility.

Mr. Conway: I have talked to students who have said, "Listen, we have no quarrel at all with making the \$100 contribution, but not because we really want to." Younger brothers of mine were doing it in a way I never had to consider, but their attitude is: "If that is what it is going to take to make the rest of this investment worth while then I will do that, because going to a chemistry lab that is not nearly what it should be or what it was eight or nine years ago is just not giving me the kind of education I want. So if it takes an extra \$100 or \$200 from me to bring that up to the standard you might have enjoyed in 1972, I guess I am quite prepared to do that because \$100 or \$200 on top of a \$5,000 investment is marginal. While I may not really want to do it, I will do it to make the education acceptable."

Now, if you talk to the university people they say the difference is that the rate of provincial funding is just that much less today than it was when you were around here 10 years ago. We are sort of caught in this situation where I think the member for Hamilton West (Mr. Allen) is quite right in saying that the squeeze has been pretty relentless since 1974-75. It may vary from program to program and a bit from place to place. I have not heard anything from my canvass of students, of faculty, of board mem-

bers which would have me believe that that is not the case.

This is where I have a problem, because I know what you are thinking, but you are a minister of the crown, discharged with the responsibility for this department. What I am trying to sort out in my mind is what is government policy and what is Stephenson's predilection. Where does one end and the other begin?

Hon. Miss Stephenson: The member for Hamilton West said there had been a policy, for example, that the level of voluntary contributions reduced the amount of grant which was available to institutions. To my knowledge, that has never occurred. It is certainly not government policy that if an institution should achieve any level of voluntary contributions there would be any reduction in the grant to that institution.

Mr. Allen: No, that was not what I said. It was with respect to the voluntary sector, voluntary organizations and their grants that they sometimes secure from government. I was using that as an analogy of what might happen in the universities concerned.

Hon. Miss Stephenson: It has nothing to do with universities nor has it ever, nor will it.

Mr. Allen: What I was anticipating is that since the government has resorted to that kind of a tactic in the past, whether it was something that was on the horizon—

Hon. Miss Stephenson: I do not recall an example.

Mr. Allen: There are many agencies in the Hamilton area, for example, that depend upon a combination of government grants and of local funding secured through United Way or other local campaigning. I have forgotten whether it was three or four or five years ago, but as the social service cutbacks came into view those voluntary agencies were put on a somewhat different funding basis. It required that the moment they secured independent financing of a certain level, that was automatically deducted from the government grant so the funding remained constant.

Hon. Miss Stephenson: I do not think that has anything to do with government funding because the government funding in all of those instances relates to a formula which is independent of whatever they achieve elsewhere. I understand the United Way does that. When there are contributions which are received outside of that program they are taken in account, but we are way off the track now.

4:20 p.m.

Mr. Conway: If I can, let me just focus sharply on something as specific and as important as capital replacement, which is one of the areas where we have, by all accounts, a serious problem in some institutions. I know something about the complaints of the hospital sector. Hospitals have argued that government policy has not kept pace with demand and with inflation and therefore they are having to divert funds either from their own private sources or from, in some cases, operational accounts to fill the void that is now there because of the failure of the government subvention to do what it did five or 10 years ago.

It was doing it then so there is no real question about something new. It is something old that just has not been kept up.

Are you arguing the case—and maybe you can confide in us—within the executive council that we ought to make a significant change in the public policy of funding universities more in tune with the private American university model? My understanding is that there would be a greater reliance on the alumni and on private corporate donors, and away from the tradition of major public governmental support.

Hon. Miss Stephenson: No.

Mr. Conway: So that is not your position? I think that is helpful, because I got the distinct impression from reading your speeches, always and carefully, that you wanted that kind of a direction; you expected the alumni to pay a greater share of operation.

Hon. Miss Stephenson: No, I just expect the alumni to be more generous with their institution than they are, that is all, nothing more.

Mr. Allen: So you are not proposing a departure from the historic model in Canada which is so different from the United States. With the university higher educational system like so many other structures in the economy and the political domain, given the nature of the geography, the sparse climate, the differences of wealth and so on, the government must play the overwhelmingly major financial role in the funding of the university system.

Hon. Miss Stephenson: The maintenance of the ongoing structure and function of the university is a total societal responsibility.

Mr. Allen: Exercised primarily through government?

Hon. Miss Stephenson: No; distributed by government from the taxpayers in the province, yes. We are not talking about government

money, we are talking about money which is provided by the taxpayers.

Mr. Allen: We are always talking about the money of the system as a whole.

Mr. Conway: You have been very helpful and I am really pleased that we have what I understand to be a clear and definite indication from the minister on that. It has been my impression, talking to some of the client groups, that the signals received prior to this ministerial assertion have been mixed and in some cases there was a sense that you were changing policy.

Hon. Miss Stephenson: I have never stated that, nor have I ever even alluded to it. I do believe there is a very grave responsibility placed upon anyone who has had the benefit of a university education. I do believe there is a grave responsibility placed upon anyone who can afford to give \$1 to some kind of charitable or institutional fund. Dammit, it is there and we should be exercising it. Your ears are offended, right?

The Vice-Chairman: If that concludes the minister's response to the opening remarks, perhaps we should proceed to the first vote.

On vote 3001, university support program; item 1, provincial support for universities:

Mr. Chairman: This commences in your binders after page 5. The general information sheet is on pages 9 and 10. The financial summary is outlined on pages 11 and 13 and so on. Questions or comments arising out of the first item?

Mr. Conway: The first item is really an item of overwhelming concern. I make no secret of my principal concern in this. I think I made the general point the other day.

I was just reading, partly because I was down there the other day, the university day address of Principal R. L. Watts at Queen's. Throughout his speech it is just so painfully clear that Watts is wanted by that particular institution and by the collectivity. I am not telling any tales out of school.

When are we going to get a systematic response to the major question in this particular vote—not only when, but also how—to the issue spelled out so directly by the Report of the Committee on the Future Role of Universities in Ontario in specific terms vis-à-vis the funding?

I would like the minister to try—maybe she has done this earlier in my absence. If she has I will read her comments carefully. When are those people in the universities going to get an

idea of what the response is going to be and how?

One of the great complaints I have heard in the past few months are these remarkable calisthenics that people have been put through. Maybe the minister does not feel that it is thus and so, but a lot of them are not very happy.

They feel, quite frankly, that she has tried; I should say that. I have not canvassed everybody. I have tried to and I have not got nearly everybody, but I have talked to a pretty good sample. They give her full marks for trying, but they feel that the process of the last year has, at best, been confused and in some cases abortive. They want to know.

Hon. Miss Stephenson: It has not been abortive at this end.

Mr. Conway: For the public record let me ask on their behalf and on my behalf what can the minister tell us about when and how she is going to make a kind of definitive response that I think her deputy minister's committee invites in spades?

Hon. Miss Stephenson: There was, I think, a very clear and definitive response which was made with some lucidity in February by the Premier (Mr. Davis) at the meeting that we had with the chairman of boards and the presidents of universities, and that was that the government accepted neither of the two end recommendations. While one would hope that we might be able to achieve the first, we could not be sure that that was so because of the insecurity which we are still suffering as a result of the ongoing federal-provincial nondeliberations related to post-secondary educational funding. We did not accept chapter 6 as the only alternative but felt that a middle ground was the most appropriate route to pursue.

As I told your colleague, we have been attempting to pursue the middle ground with the presidents of the universities over the past several months. I also expressed some disappointment that we had not achieved more. I thought we were almost there, I must tell you, in the mid-summer, but I was informed the other day that what I had considered almost a potential finality of this dissipated this week when I was informed that what I thought we had agreed upon has now disappeared.

Mr. Allen: If that has now in effect dissipated or disappeared from the horizon, can you not confide to us a little more as to what the contents of that third way happen to be?

It is peculiar. On the one hand, the one option is maintaining the funding of the system as it

presently stands without fundamental alteration or restructuring. The other alternative is a rather radical restructuring of the system to bring it in line with available funding, whatever that means, and I still do not know what that means in terms of dollars. Nobody seems to say.

The third route that the committee itself reported was the muddling through. I gather you are not talking about the muddling through.

Hon. Miss Stephenson: No, that is not what we were talking about.

Mr. Allen: What is the third option you are talking about?

4:30 p.m.

Hon. Miss Stephenson: I suppose in the broadest possible terms it might be defined as rationalization of the university system, which would mean—

Mr. Allen: Something less than restructuring?

Hon. Miss Stephenson: Certainly not the kind of restructuring which is suggested in chapter 6, because that chapter suggests very specifically, as you will recall, the closure of two or three total institutions.

Mr. Allen: And you are not—

Hon. Miss Stephenson: We are not contemplating that at all.

Mr. Allen: What then is the content of the rationalization? Does it mean the significant alteration of the nature and programming of major institutions?

Hon. Miss Stephenson: That would be a possibility.

Mr. Allen: That remains a possibility on the horizon?

Hon. Miss Stephenson: Yes.

Mr. Conway: Excuse me, can you repeat that question? I want to be sure just exactly what you said.

Mr. Allen: The minister indicated the restructuring she was rejecting was that of closing institutions. The other part of the restructuring model, as you remember, was specializing particular institutions and layering them somewhat as to seniority, in terms of the senior levels of instruction, research and graduate instruction—

Hon. Miss Stephenson: I am not sure I would call it layering on the basis of seniority.

Mr. Allen: No, that was perhaps an ill-chosen word, but layering in any case as to level of advancement to which you will carry certain groups of students within the system on this vertical specialization.

My question then was whether you were still anticipating a significant differentiation of the universities, if you are not closing any, in terms of that vertical specialization.

Hon. Miss Stephenson: Broadly, that was certainly one of the areas that was discussed and which I can tell you was not concluded. It was one of the areas that was looked at very carefully.

Mr. Allen: What would the accessibility enrolment component be in that option?

Hon. Miss Stephenson: That component was also examined.

As you may be aware—and I am sure you are because there was some indication, I gather, that this was going on—the chairman of the Ontario Council on University Affairs has also been looking at that problem and has been discussing this matter with various representatives of the institutions as well. That examination on the part of the chairman, which I do not think has been presented to OCUA as a council as yet, is not as yet completed.

Mr. Allen: The specific part of my question, I suppose, concerns whether there was an agreement relating to accessibility that entailed any reduction in enrolments and—

Hon. Miss Stephenson: No, there was not. First, there was no agreement related to accessibility. That was a matter that was being discussed, and the exercise which is being pursued by the chairman of OCUA is a part of that. So there could not have been any agreement about it.

Mr. Allen: Does the model that you yourself were favouring entail limitation of enrolments on one ground or another, perhaps primarily on the—

Hon. Miss Stephenson: No. I have not personally looked at limitation of enrolments, except in the whole area of accessibility, in the final presentation to the the conference of the Council of Ministers of Education, Canada, I questioned whether there should be greater stringency placed upon the academic qualifications of students admitted to universities. That is a matter that has been raised not only in that forum but within other forums, including those not necessarily on the North American continent.

Mr. Allen: So there is not a specific description you can give us of the accessibility enrolment aspect of the model that you are thinking of as the third way? You were saying there was

no description, there was no agreement on it and there was no—

Hon. Miss Stephenson: That is a matter yet to be decided, because that is a very important factor in attempting to develop a program for rationalization. That factor is not as yet finally determined. We are most certainly awaiting the study which is being carried out by Dr. Matthews.

Mr. Allen: We know it is a factor. We know it has not been determined. I am trying to elicit from you in terms of this third way—

Hon. Miss Stephenson: I do not have a model at this point.

The question I am asking is: is that other factor, the one related to the intellectual capacity, as measured by some means, one that should be considered in all of this? I should like to have that question answered.

I do not believe that all—

Mr. Allen: It is considered now. The question is the level of competence.

Hon. Miss Stephenson: Yes. I do not believe that is a matter which should be determined specifically by government. It seems to me that those who are actively involved within the university system would have a much better base of expertise.

Mr. Allen: So you did not tell them the level of enrolment the government could sustain, so they could in turn determine how to set their entrance requirements?

Hon. Miss Stephenson: No, I asked if they had opinions about this.

Mr. Conway: That is just the point. Without wanting to be in any way cynical, which of course I am not, you are the minister in charge of these matters, and the very putting of these questions at the October 22 meeting ought to alert people—I know he has alerted a number who did hear his speech—that yes, there is a new and at the same time an older attitude towards accessibility.

We are going to get away from the so-called holding-tank attitude of the 60s and 70s. We are going to raise the standards; we are going to, in a sense, make it a more elitist university system, a more purely intellectual experience.

Just listening to this exchange it is almost sophistry to argue that your rationalization is somehow not Harry Fisher et al's restructuring. Only time will tell, but one would want to be very naive to think that the sort of rationalization of which you talk is not—in view of what you said interrogatively about what needs to be

done and the questions that need to be raised and answered by the client groups—a clear expression by the government that the system has to be wound up and at the same time wound down—wound up in terms of admissions and wound down in terms of overall capacity.

There is no way of dealing with the so-called Fisher report's data, confirmed by just about everyone else, that shows you cannot fund to the system you have built. There is no one around that is saying that can and is likely going to be done.

Pardon me if I am a little harsh, but I think what you are telling us—

Hon. Miss Stephenson: I am not telling you anything. You are operating under an illusion because you are relating the questions I have been attempting to answer for Dr. Allen to a presentation which was made on behalf of the Council of Ministers of Education, Canada.

That related to every single jurisdiction in this country, not just to Ontario. They were very general questions, which were initiated not simply by our experience here but by our experience in participation at the conference of the Organization for Economic Co-operation and Development in Paris in November 1981, in which the same damn questions were asked.

Are you telling me they can ask them at OECD but it is not right to ask them on behalf of CMEC?

Mr. Conway: No, I think that is fair. I do not have any quarrel with the role those questions will play in a broad national and international context. But I am trying to get some sense of what the hell this potentate who runs the university system in Ontario is going to say about this?

Hon. Miss Stephenson: I do not run the university system and you know damn well I do not. I have pinned your ears again. You know better than that and you should not say that.

Mr. Conway: Anyone who is involved in a trillion-dollar transfer has one hell of a lot to say about what is wrong in our system.

Hon. Miss Stephenson: You are entirely wrong, Mr. Conway. The role of the ministry is to attempt to bring the universities together to discuss what is happening within the university system and how we can be of assistance to them. The other role is to transfer money. Intruding directly into the function, structure or organizational pattern of the universities has never been acceptable in this province and I gather it still is not.

Mr. Conway: All right. We have a difference of opinion on that, because I think you take a very particular and almost precious view of the role of the senior government to the—of course, you do not have a direct day-to-day operational hand—

4:40 p.m.

Hon. Miss Stephenson: I certainly do not.

Mr. Conway: But you have one hell of a lot of indirect influence—

Hon. Miss Stephenson: Now you are offending my ears.

Mr. Conway: I am sorry.

The Vice-Chairman: I am sorry, Mr. Conway. Could I ask all members of the committee and the honourable minister to please restrain their language somewhat? I am sure that some people reading Hansard at home at night with some hot cocoa will be most offended.

Hon. Miss Stephenson: Yes, Mr. Chairman.

Mr. Conway: I wish them well in their reading. I am trying, after a year, to get some idea of what she is going to say and do.

As I say, I am not going to betray some confidences, but the fact that some of these people are still talking is a credit to their endurance and their commitment. I am not sure I would have hung around as long as some of them have, under certain conditions, trying to get some idea of what they are up to.

You say there is a third option. I am just sorry these people, some of whom are pretty prominent members of your administration, did not give it to us.

The member for Hamilton West in my view asks a perfectly valid question. What is it? You say it is rationalization. I think, with all the high-priced talent around, there ought to be some way of putting some flesh on that model. What specifically do you mean?

We have been looking at this subject. We had this blue-ribbon committee with enormous credentials. They sat down and talked more bluntly and directly than any other committee of that kind has ever talked in my time here. Now you say: "Well, they didn't quite get it right. There is a third option." All we know is that third option is something called—

Hon. Miss Stephenson: That is not what I said. I said the Premier told that other blue-ribbon committee, which is the presidents of universities and the chairmen of all their boards, that he was not prepared to accept either of the two extremes at this point, but there was—

Mr. Conway: With respect, you did. You were just going to say it—that there was a third way.

Hon. Miss Stephenson: Yes, there was a third way.

Mr. Conway: I am trying to get at the nature of that third way.

Hon. Miss Stephenson: He expected us to co-operatively develop the framework of that third way. That is what we have been engaged in.

Mr. Conway: I think you have an obligation, as does the leader of your government—given this as an important framework for the debate—to come clean with what the components of the third option are.

In the absence of all that, that is where I start looking very carefully at what you are saying. I was talking to someone this morning, and I said: "It's very interesting. Roy McMurtry was in Ottawa on Saturday, and he was making some very interesting observations about Ontario and the Charter of Rights. Tom Wells stood up in the House on Monday night and said something that was equally remarkable." I am sure something is in the works with respect to a very important government policy, by simply listening to what some very important ministers are saying.

The framework has not been produced yet, so I am left thinking that something is clearly going to have to be done. The minister has been through hell on this issue and there are people snapping at her heels from the lakehead to Kingston. She is just about—

Hon. Miss Stephenson: They are a lot more polite than you are, Sean. They do not snap at my heels.

Mr. Conway: I am not considering these questions in any way impolite. A year ago I think I would have said you deserve time. I am not anxious to rush you on this issue, but I am not going to walk out of here today knowing only that the third option is something called rationalization.

I suspect that what will probably happen is something very much—You will never call it the Draconian Fisher model, you will do everything but call it that.

Hon. Miss Stephenson: Do you want to call it restructuring? If you want to call it that, I suppose it is a reasonable term.

Mr. Conway: That is an advancement on the earlier discussion.

What I liked about this is they made no bones about the fiscal data. These very learned men and women made it very clear that if the budgetary policy of the middle-1981 document was proceeded with, we were going to get the restructuring of their Draconian option. There was just no choice.

Even in the context of your 1982 operational grant statement, which was relatively generous, the most immediate rider that was attached to it was: "One time only. This is the chance to get your house in order. Don't you expect this." If nothing else, this is a clear violation of what is called for here, in terms of what needs to be done to take the more generous first option to its conclusion.

I do not see anything around to indicate that the Miller 1981 budgetary strategy is not the order of the day. I see a lot to indicate that it is going to be maybe even a little worse than that. Your comments about the revenue guarantee and what's happening in the federal-provincial debate arena is likely to make it that much more tight. What can we tell people who are asking us what the government policy is?

You have said there is a third option. I cannot take issue with any of the people, a pretty credible-looking lot, who have put their names to this. They say they are clearly of the impression that you have found a third way. It is the third way that terrifies them. It is the best of Mackenzie King "muddled through." You have to deal with the question. What are the components of your third way if it's not muddled through?

Hon. Miss Stephenson: One of the very clear directions given at that February meeting was that the third way would be developed through a collaborative mechanism established between the minister and the universities. You were not here when I said we were on the road to that development until this week.

Mr. Conway: No, I heard that.

Hon. Miss Stephenson: This was as a result of our attempts to produce the framework for that third way through discussion with the presidents of the universities.

Mr. Conway: Can you then indicate, Madam Minister, without betraying any confidence, what led to the collapse of that consensus?

Hon. Miss Stephenson: I do not think I can do it without betraying confidence.

Mr. Allen: Mr. Conway has been trying to illicit from the minister some specifics about—

Hon. Miss Stephenson: I could say the rationale given was that parochial interest was an overriding factor which led to the collapse of—

Mr. Allen: Why does the minister think parochial interests have come so much to the fore, when the university system has been plunged into a survival situation as a consequence of seven, not to say 10, years of underfunding? It has moved the system from one of the best funded in the world to the worst in Canada at least.

That is to put the system against the wall. That is to put individual institutions into a position where survival of the given specific local institution has to come first. As I said, and as the university community itself recognizes, consensus is disappearing there, not increasing. How can one expect anything else to happen? If one can't expect anything else to happen, then going parochial is one of those circumstances.

Surely, isn't it your responsibility to cut through the knot in one particular situation, indicate clearly whether you are going to fund the present system as it stands or whether you are going to indicate a specific level of funding, either as a percentage of gross provincial product, as a percentage of the provincial budget or at the funding level the universities have experienced in recent years? Then they will be able to get on with the job as a whole system. At least they will have that much given and they can work from there.

If you are going to talk about accessibility, about levels of admission and all the rest of it, the university system has to know what it can count on in terms of money. As far as I am concerned, under the present vote, dropping the operating grants of total budgetary expenditures from 5.4 to five per cent is an indication that you are drifting downwards towards something that would have to be a reduced and restructured system, if you are going to maintain your commitment to quality.

Somehow or other you have to give some longer-term indication that either you are going to stay at that percentage, move it back up towards 5.9 per cent so that you might be able to fund the whole system, or drop it to 4.5 per cent and say it will not go any lower, "We can guarantee you base funding for X number of years, and get on with such questions as defining enrolment levels that you can cope with under that," etc.

4:50 p.m.

Do you not have to respond? You cannot

simply say that it is going to be a co-operative process. At some point, somewhere, there is somebody who is responsible. You are the one who is responsible for funding.

Hon. Miss Stephenson: We have to have some solid ground upon which to build whatever it is we want to build.

Mr. Allen: You have lots of stuff out there to build with. The problem is knowing how much you are going to have to build or rebuild and in what direction and with what money.

Hon. Miss Stephenson: No, we have not, because we still have an ongoing argument or disagreement about the federal-provincial relationship in this area. That is something over which I do not have any control, at this point.

Mr. Allen: Granted, you do not have any control, but it seems to me you back into that argument too easily and run for cover.

Hon. Miss Stephenson: I am sure as hell not running for cover. If I had been, I would not have been involved.

Mr. Allen: Politically, surely you have to be aware that whatever the federal government does it cannot immediately move in some radical fashion that is going to scuttle totally provincial financing, that is going to entirely embarrass the university community at the level of research grants, etc. I know there is a lot of talk.

Hon. Miss Stephenson: Three hundred million dollars is not hay in this area.

Mr. Allen: Of course it is not hay, but you do not imagine that any political jurisdiction in this country is going to back so far out of substantial and heartland university funding as to leave other parts of the system totally stranded.

Hon. Miss Stephenson: They have already done it. They have stated clearly that they are removing the guaranteed transfer. That, to Ontario, means close to \$2 billion over the next four years.

Mr. Allen: They are removing the guaranteed transfer, but they have not said they are removing the funds.

Hon. Miss Stephenson: They have removed the funds, I am sorry.

Mr. Allen: Two billion dollars?

Hon. Miss Stephenson: Three hundred million this year.

Mr. Conway: Let us just set aside the whole question, the very important question, of the loss of revenue guarantee. Let us just look at

what has happened. A big part of this problem precedes the loss of the revenue guarantee. I was particularly struck by the data cited in *Squeezing the Triangle*.

Hon. Miss Stephenson: In the Council of Ontario Universities document.

Mr. Conway: Let me quote some of it and if you do not agree with it, I want to serve notice that I want some kind of a response. I am quoting from page 5 of *Squeezing the Triangle*.

"A good extent of the nature of underfunding in Ontario universities is provided by data on interprovincial comparisons of expenditures on universities. These data, prepared by a joint Ministry of Colleges and Universities-Ontario Council on University Affairs-Council of Ontario Universities committee"—if that is wrong, I want you to tell me—"show the extent of the decline in provincial expenditures in the university sector during the latter half of the 1970s.

"In 1974-75 Ontario stood sixth among the provinces of Canada and about \$100 per student below the average for the others in the amount for a full-time student equivalent it spent on grants to universities. Six years later, in 1981-82, it stood 10th and last"—where have I heard that before?

Hon. Miss Stephenson: From Stuart Smith, his favourite statement.

Mr. Conway: —"\$1,500 below the average for the rest of Canada. It is true that Ontario led the other provinces in spending for universities and has the largest system. It is also true that Ontario spends additional sums on student aid. Nevertheless, this index"—the one apparently generated by the joint MCU-OCUA-COU group—"of direct grants to universities on a per student basis reveals clearly the extent of underfunding for Ontario universities. Over the seven-year period between 1974-75 and 1981-82, Ontario increased its operating grants to universities by 86.5 per cent. This compares to 145.3 per cent in the other provinces and shows that no other province has come anywhere near Ontario in restraining funding to universities."

Let me just add quickly, you say Smith was wrong in citing some of these figures.

Hon. Miss Stephenson: That is only one index.

Mr. Conway: All right, but my friend from Hamilton West is trying to make the argument that I hope I have tried to make, and I know that everyone in the affected community has tried to make, that in the past number of years the pinch is serious and ongoing.

What you are saying is: "Yes, I will tell you the reason we cannot redress that. We have this appalling situation with Ottawa and the revenue guarantee and the renegotiation of established programs financing and all that."

What I am saying is, notwithstanding that extremely important fact, the data apparently generated over the last six years and agreed to by the three groups I have mentioned, involving your own department, indicate all too clearly and painfully that the decline down this slippery slope began almost the day you and I walked in here seven years ago. Unless you are able to tell me that is just a bunch of hocus-pocus, you are going to have to accept a very significant measure of provincial responsibility here in this jurisdiction for a chronic underfunding over which you have presided, independent of what has or what might go on at Ottawa.

Hon. Miss Stephenson: Those data we have already discussed, not at length, are interesting, but none the less not entirely fruitful, in terms of comparisons. The report last year which the Council of Ontario Universities neglected to mention was that all of the factors involved were not considered in the establishment table, even though they were agreed to in the beginning by the tripartite committee.

There is no doubt that we have improved slightly within the past year as a result of the additional funds that were provided in that comparison. I think the most important factor relates to the percentage of the gross provincial expenditure, for all of the areas of government responsibility, which has been relatively stable for universities in this province throughout all of those difficult years.

Mr. Conway: Why is that a more appropriate data base than, let us say, the one—

Hon. Miss Stephenson: Because it relates to the priority in which the universities are held as far as funding mechanisms are concerned.

Mr. Conway: I am no economist, but that is a very shaky premise.

Hon. Miss Stephenson: I do not think it is any shakier than attempting to compare the figures which COU has represented there, when you consider that you are comparing Prince Edward Island with Ontario, for heaven's sake, or a well-established system in this province as compared to a growing system within Alberta or some other jurisdiction.

I would invite you to compare next year's data, which I think you will find very interesting.

Mr. Conway: All right, that is the future.

Hon. Miss Stephenson: This year's, 1982-83.

Mr. Conway: These data are presumably a little more credible. Forget about your ministry; I have a high regard for OCUA. I presume they are not engaged in some kind of sham here. I presume they would not lend their name and participation to some kind of smoke-and-mirrors proposition on this.

Hon. Miss Stephenson: I am not suggesting that is so at all. All I am saying is that finally, in the tripartite group's report last year, it was acknowledged that not all factors were considered in the comparisons. That is the only point I was trying to make, that the factor of an established, mature system to be compared with either a growing system or a very small system is probably an inappropriate comparison.

Mr. Conway: On the face of what your advisory board is saying, what OCUA is saying, what the clients are saying, that really is the politician's only way out, to say that there is another data base.

Hon. Miss Stephenson: No, I am not saying that there is at the present time another data base. It probably would be difficult to include all of the factors because the measurement of those factors would be difficult. They are matters which have to be considered.

Mr. Conway: That is an incredibly indicting pattern that has been agreed to by some of the major players in this whole game. To somehow suggest that if you look at expenditures on the basis of gross provincial product, we are really where we were five or 10 years ago.

Hon. Miss Stephenson: Surely, that is a significant factor in terms of the amount expended by government.

Mr. Conway: If it is such a significant factor, it strikes me as utterly incomprehensible why some of these—

Hon. Miss Stephenson: It is included. The Council of Ontario Universities did not see fit to include that comparison within its document because it does not advance their argument particularly well.

5 p.m.

Mr. Allen: With respect, are you talking about the indicator which is the provincial operating grants plus student aid as a percentage of gross general expenditure, or are you talking about indicator 8, which is the total

university operating expenditure as a percentage of gross domestic product?

Mr. Wilson: Number 6 is the one.

Hon. Miss Stephenson: It is the sixth one.

Mr. Allen: You are talking about number 6; it sounded for a moment as if you were talking about number 8.

I would say in that respect that the gross expenditure on the university system in Ontario as a percentage of the gross provincial product ranks the university system financing in Ontario eighth. If you then turn to item 6, which again is the indicator you consistently come back to as the great defending statistic of your funding operation, you have to take account of the fact that the gross general expenditure of the government is a smaller percentage of the gross domestic product in Ontario than is the case for virtually every other administration in the country.

Hon. Miss Stephenson: Exactly.

Mr. Allen: You are talking about a smaller governmental take of the capacity to pay.

Hon. Miss Stephenson: No, it is not of the capacity to pay.

Mr. Allen: The capacity to pay for a university system rests upon the gross domestic product of the province's total economy as a whole.

Hon. Miss Stephenson: No.

Mr. Allen: Ultimately it does.

Hon. Miss Stephenson: There are other factors involved which are not taken into consideration.

Mr. Allen: Ultimately, it is the capacity to pay. If you turn to every other indicator in these charts that have been issued now for the last several years, and the latest one has just come from the press, the fact of the matter is that the university system in Ontario tends to run ninth, ninth, ninth, eighth, ninth, fifth, 10th, eighth. The only one that gives you any relief is that proportion which operating grants and student aid constitute as a percentage of gross budgetary expenditure of the province.

Hon. Miss Stephenson: Yes.

Mr. Allen: In working out that average, you are working in terms of a government that is spending less of its provincial product through its own budget than any other province in the country, then you have to depress the significance of that indicator. There is no other way around it. It will go down from five. I have not worked it out statistically, but it will go down to sixth or seventh, at least, when you work that

factor out. I do not see any other way of interpreting that.

Hon. Miss Stephenson: One of the facts that has to be considered is that after transfer, Ontario's capacity is actually lower. Its expenditure capacity is lower than that of any other province. We have no equalization, and we pay for almost everybody else.

Mr. Allen: That was true up to a couple of years ago.

Hon. Miss Stephenson: We are still paying for everybody else.

Mr. Allen: I am sorry, but you have been a receiving province for at least two years.

Hon. Miss Stephenson: Receiving what?

Mr. Allen: Equalization transfer payments.

Hon. Miss Stephenson: We have not.

Mr. Allen: I am sorry, I have been hearing some different reports than you have.

Hon. Miss Stephenson: We might have been eligible, but no, we have not.

Mr. Allen: A couple of years ago the balance of payments in this nation underwent a considerable readjustment.

Hon. Miss Stephenson: Exactly. The federal government passed a law to make sure that Ontario would not receive any of that to which it might have been considered to have been entitled.

Mr. Allen: I may be in error.

Hon. Miss Stephenson: Yes, you are; we have not received it.

Mr. Allen: The point I was making with respect to that indicator remains firmly in place. I do not see how any of your discussion of equalization payments really significantly affects that.

Hon. Miss Stephenson: It certainly does.

The Vice-Chairman: If I may interject here, the committee indicated earlier that they wished to adjourn at five o'clock. Is that still the case?

Mr. Conway: Before we do that, I am not going to prolong this—

Mr. Sheppard: Are you sure?

The Vice-Chairman: Let us not debate that.

Mr. Conway: I just want to be sure. Is the factor that you are really most interested in represented by indicator 8?

Hon. Miss Stephenson: Six.

Mr. Conway: It is 6, not 8, on this? All right.

The Vice-Chairman: We will resume our consideration of the estimates following routine proceedings on Monday.

The committee adjourned at 5:04 p.m.

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 Sheppard, H. N. (Northumberland PC)
 Stephenson, Hon. B. M.; Minister of Education and Minister of Colleges and
 Universities (York Mills PC)

From the Ministry of Colleges and Universities:

Wilson, B. A., Assistant Deputy Minister, Colleges and Universities Division



Ontario LEGISLATIVE ASSEMBLY

No. S-16

Legislature of Ontario Debates

Official Report (Hansard)

Standing Committee on Social Development

Estimates, Ministry of Colleges and Universities



Second Session, Thirty-Second Parliament

Monday, November 22, 1982

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Monday, November 22, 1982

The committee met at 3:44 p.m. in committee room 1.

ESTIMATES, MINISTRY OF COLLEGES AND UNIVERSITIES

(continued)

On vote 3001, university support program; item 1; provincial support for universities:

Mr. Chairman: I see a quorum. My understanding is that we have gone through the first item and the first vote in general questions and answers. Is there anything else the minister would like to say, or would you like to comment on some of the questions that were raised by members of the committee?

Hon. Miss Stephenson: I believe we have fairly well launched ourselves into item 1 under vote 3001. I think the questions that had been raised up until the time we adjourned last Wednesday were answered.

Mr. Chairman: If you have nothing else to add to the comments you have made, let us proceed—if the committee agrees—in the order of the votes. We are on vote 1.

Mr. Allen: There are a couple of items that I would like to get the minister's response to with respect to the impact of the inflation restraint program that is anticipated by several sectors of the university community.

Much of the presentation of the Treasurer (Mr. F. S. Miller) on the restraint program has highlighted the relatively high income levels of public sector workers and the extent to which, in his estimation, they have accelerated the rate of inflation. I wonder if the minister has brought to Mr. Miller's attention the extent to which faculty salaries have dropped in their base floors, in real income terms. They are below what they were a decade ago because of the funding levels the universities have had to endure.

Hon. Miss Stephenson: The submissions I have received from the Ontario Confederation of University Faculty Associations and from individual members of faculty at various universities have, in most instances, been marked, "Copy to the Treasurer." Where that was not

noted, submissions were transmitted to the Treasurer.

Mr. Allen: Would that be the case also with the Ontario Graduate Association's presentation?

Hon. Miss Stephenson: Yes.

Mr. Allen: In that case the minister would have to agree with me that there is a very serious financial situation in that camp, where teaching assistants are limited in the amount of time they may engage in their work. If they do anything beyond that 10 hours in terms of other employment, which in my experience most of them do, they are penalized both by the income tax arrangements and by their own university requirements.

The \$5,000 average really is a very difficult sum to get along on. In some institutions, many teaching assistants make below that. Is that not a question that disturbs you personally?

Hon. Miss Stephenson: Yes. The submission from the Ontario Graduate Association has also been submitted to the Ontario Council on University Affairs because one of the questions asked is one that I think you have alluded to quite clearly: is that limitation of 10 hours a realistic limitation or an appropriate limitation? We have asked OCUA to look at that as well.

Mr. Allen: It would be difficult to carry on as a full-time student with more than 10 hours a week deployed in that fashion. I wanted to be sure that sort of information had been passed on to the Treasurer and that the point had been made that the attrition of university budgets has had a severe effect on that public sector's income levels. A very legitimate case is being made by the universities which raises some questions about the appropriateness of the inflation restraint program in its impact on universities.

Hon. Miss Stephenson: I believe that position in response to the program was also clearly stated by the Council of Ontario Universities, which was transmitted to the Treasurer as well.

3:50 p.m.

Mr. Allen: There is another matter which I would like you to clarify for me. I must confess to being a little bit puzzled by the way in which the visa student fees, that have been multiplied

so dramatically in recent years, are deployed across the system. Would you explain to me, first, what the central purpose was of creating a differential fee for visa students, and then explain to me precisely how those moneys are distributed in the system?

Are they distributed equitably? In my mind, they were distributed somewhat prejudicially. Would you comment on that?

Hon. Miss Stephenson: Yes, but you are going to have to define for me what you consider to be prejudicial.

Mr. Allen: I will come to that.

Hon. Miss Stephenson: Then first I shall speak about the way in which the differential was established.

In examining the responsibilities of Ontario taxpayers and Canadian taxpayers to support post-secondary education, it was determined—not only within this province but within other jurisdictions as well—that students whose families were not taxpayers in Canada and who were here specifically on a private visa student arrangement, should receive benefits which are slightly less munificent than those available to Canadian students.

The philosophy is that the Canadian taxpayers, most of whom are the parents of Canadian students, are supplying money through taxes to support post-secondary institutions in Canada and therefore the benefit realized by that should accrue to the Canadian students. The determination was made that there would be a differential for private visa students.

This does not apply in any way to students who are sponsored on government-to-government agreements, whether that government happens to be a singular government in Canada or the Canadian government, and it does not apply to students who are here under such foundation auspices as Rockefeller and others. It was determined that those students, representing, as they do primarily, the Third World and developing countries in which income is likely to be somewhat limited, should receive precisely the same kind of benefits that Canadians do.

The initial differential was fairly significant. It was felt that we should not proceed with dramatic increases, as has been done in some other jurisdictions, but that it should be phased in. The differential was begun in 1977 and was announced last year for this year's term for the next two phases. The next two phases complete the program for the private visa students.

Mr. Allen: The intention was to save Ontario taxpayers money.

Hon. Miss Stephenson: No, the intention was that foreign students who reap the benefit of an Ontario education should pay a more realistic proportion of the cost of providing that education.

Mr. Allen: In determining that, did the department take into account, for example, the extent to which Canadian professors who received their first degrees from Canadian universities went on to obtain subsequent degrees abroad, with no differential fee entailed?

Hon. Miss Stephenson: Yes, at that time. That is not, as you know, universal now.

Mr. Allen: I know it is not universal now and I think it is unfortunate that we have all got on the same bandwagon. Has the ministry been gathering information on the impact this has had and on the socioeconomic character of the visa student registration?

Hon. Miss Stephenson: Yes.

Mr. Allen: Has it monitored the overall numbers and can the minister give me the results of the monitoring of those two items?

Hon. Miss Stephenson: No, we will not be able to give you the numbers related to the student enrolment for 1982-83 probably until January or February, because we will not have that information from the universities until that time.

Mr. Allen: Does the minister not think that the whole visa fee structure is inimical—let me put it another way—that the whole visa fee levy contravenes our own, at least, moral commitment as a nation to Third World education and development?

Hon. Miss Stephenson: No, because the students who are sponsored and who represent the bulk of those coming from the less economically-endowed Third World are not treated any differently from Ontario students. There has never been a differential for those students.

Mr. Allen: I'm not hearing you. They are not treated differently from Ontario students?

Hon. Miss Stephenson: No. They pay exactly the same fee as an Ontario student. They are not scholarship students necessarily. They are students who have been chosen to attend by—

Mr. Sweeney: The Canadian International Development Agency?

Hon. Miss Stephenson: —CIDA, various government-to-government agreements and var-

ious private foundation organizations that sponsor Third World students.

Mr. Allen: If an individual student from abroad who does not have that kind of backing wishes to have access to our system, he would indeed be in a differential position to an individual Canadian who applied who was not on a scholarship or a funded basis. Surely there is a differential there, and it must work to the disadvantage of the visa student.

Hon. Miss Stephenson: I will give you the list of the agencies that sponsor students: CIDA, including Commonwealth scholarships and fellowships, International Development Research Centre, United Nations, the government of Canada and governments of other countries. There are several of those with developing nations. As well, those who are at a university who are from the diplomatic arena, the children of those who are here in Canada on work permits and all holders of the Ontario graduate scholarship are exempt.

Mr. Allen: I think that is quite fair as far as they are concerned, but I can give you the example of Mr. Ng Ching Hock, who is registered at Thunder Bay. He came to Thunder Bay fleeing the differential fee system he encountered in Great Britain as an individual, nonsponsored scholar who had completed a polytechnic program in Singapore.

Hon. Miss Stephenson: As a graduate student?

Mr. Allen: He was next door to completing an undergraduate engineering degree in Great Britain. He came here and got caught in the shifting of fee levels by virtue of the department recommending that he put in a qualifying year, which a lot of graduate students do put in, but it is often considered part and parcel of the graduate program and not a reversion to an undergraduate status.

This chap has two problems. One is that as a nonsponsored student he has to pay those fees entirely out of his own pocket. I know of students at my own university who have come to study at McMaster on their own on a nonsponsored basis. While they might get teaching assistantships, none the less they have to pay the differential fee which virtually wipes out the teaching assistantship.

That's a problem that does remain. I think it is a differential status and I think it is discriminatory.

The second aspect is the way in which the new fees were implemented. A student who was asked to do a qualifying year, which should have been understood as an attachment to a graduate

program, was discriminated against, in effect, by forcing him into an undergraduate category. This really wasn't proper.

With all respect, I think there is a problem of discrimination in the field with respect to this policy that still needs to be addressed.

4 p.m.

Hon. Miss Stephenson: Certainly in the graduate area it is being addressed. The Ontario Council on University Affairs is looking very carefully at the Ontario Council on Graduate Studies submission related to the graduate program because much concern has been expressed by those who are faculty members at the universities about the possibility of reducing the number of graduates within their programs as a result. That is being addressed right now.

Mr. Chairman: Mr. Gillies had a supplementary to your question, if you don't mind.

Mr. Gillies: I just wanted to elicit some further information, if I might. Can the ministry quantify on a percentage basis the students involved here? What percentage of the foreign students coming in would be sponsored one way or another either by their government or an organization?

Hon. Miss Stephenson: About 10 per cent are sponsored, or were last year. One half of all the private visa students in Canada were in Ontario at post-secondary institutions last year. Of the almost 33,000, approximately 16,000 were in Ontario post-secondary institutions, which is a relatively heavy proportion of those who were in Canada. We recognize the rationale for this in a number of the source jurisdictions since there simply are not enough university places in those jurisdictions at all.

Certainly there was grave concern to ensure that those who were here representing the government-supported or foundation-supported or agency-supported students were considered by their own developing countries to be important for the further development of that country.

That recognition has always been a part of the differential fee. That is about one tenth of the total number last year. I can't tell you what it will be this year because I do not know what the total numbers are this year. We will not know that until the Council of Ontario Universities has collated all of those numbers, which will probably be early in January. We will probably receive them at the end of January or early February.

Mr. Gillies: At this point it would also be

impossible to tell whether the volume of applications from foreign students has dropped off.

Hon. Miss Stephenson: We have some information as a result of the announcement which was made last February and which does not involve students already in programs as those students who were already enrolled were not subject to this. The increased differential would apply to only those students who were about to enrol in September 1982.

We know there was a reduction of about 1.7 per cent in the rate of applications.

Mr. Gillies: So it didn't affect the decision of the vast majority to pursue their education here?

Hon. Miss Stephenson: Apparently not.

Mr. Gillies: Finally, I wonder if you could outline for us the situation in the other provinces. We had some very valuable information last year in these estimates.

Is the situation in Ontario vis-à-vis foreign students very much in line with that in the other provinces?

Hon. Miss Stephenson: The other province which has a significant foreign student fee differential is Quebec. We are slightly below Quebec. Universities in the Maritime provinces have developed a differential as well within the past year.

Quebec developed one two years ago which went into effect in September 1981 and which was significantly higher than ours at that point. I think they are about equal now.

Mr. Allen: In pursuing the distribution system of a fee income, why is it, and was it deliberately arranged, that the differential fee which is calculated in working out the formula fee income for the grant system is not distributed according to the projected enrolments of visa students at the various institutions? Why is it simply distributed with no relationship to the distribution of enrolments in the system itself?

Hon. Miss Stephenson: Roger Cummins—and I should have introduced him earlier—can elucidate on that, but it is my understanding that the distribution is carried out with relation to total enrolment within the system.

Mr. Allen: Within the total system?

Hon. Miss Stephenson: Within the total system, yes.

Mr. Allen: But not with relationship to the differential enrolments.

Hon. Miss Stephenson: To the numbers of

foreign visa students enrolled in each institution. Is that what you want to relate it to?

Mr. Allen: That is what I am asking, why it is not proportionate to the enrolment in various institutions that have to bear the costs, and why it is distributed broadly across the system so that institutions that have almost none enrolled benefit from the visa student fee?

Mr. Cummins: In the first instance, of course, the grant that the individual university gets, the initial basic income unit calculation, is reduced by the amount of the differential fees. The differential fees represent a discount.

Mr. Allen: Across the board?

Hon. Miss Stephenson: No.

Mr. Cummins: No, it depends. The discount is much higher for students who are not exempted from the foreign student formula fee. They get the rights of a grant but with respect to those students, because those students are paying the higher fee. They get the fee income to offset the reduction in the grant.

Mr. Allen: With all due respect, neither the registrar nor the president of the university to whom I spoke understood that that was the way in which it happened.

Mr. Cummins: That is the way it initially happens.

Mr. Allen: With relation to formula fees, the differential is not calculated in such a way so that the benefits are directed in any way to given institutions that have high visa student enrolments.

Mr. Cummins: With respect to the general operating grants that we provide, it works this way, as I explained. Because the institutions collect the fee revenue, the grant with respect to those students who are an exemption, the formula fee, is lower. That is what is done with regard to initial grant calculation for each university.

Mr. Allen: Here is the explanation I have. Does this correspond with your understanding of the case?

"The sum total of the differential fees of all universities is then used to adjust upwards the value of the basic income unit and the graduate funding unit. The effect is to distribute the extra income derived from the higher visa student fees to the universities in proportion to their total numbers of BIUs and GFUs."

Mr. Cummins: That is right, there is a year-end adjustment made.

Mr. Allen: "Additional formula fee income derived from the higher tuition fees charged on

behalf of graduate visa students then becomes translated into a dollar amount that is added to the value of the GFU and distributed among the institutions on the basis of the number of GFUs each institution reports. This allocation of graduate visa student formula fee income bears no relation either to the number of graduate visa students actually enrolled in the institution or reported by it for funding."

Mr. Cummins: It certainly has some relationship to the number of foreign visa students, because in calculating the adjustment you have to take that into account to determine the supplement or the adjustments at the end of the year.

Mr. Allen: There is a slight differentiation, but there is by no means either a major or a complete differentiation of value that benefits the universities that do enrol the larger number of visa students.

Mr. Cummins: I think the universities that do enrol are certainly now getting the fee income from the students in practically all cases to begin with.

Mr. Allen: They are getting it stacked on top of what is distributed.

Hon. Miss Stephenson: They are getting it in the initial grant.

Mr. Cummins: They are getting it in the form of fees rather than grants.

Mr. Allen: Not rather than; the income is distributed through the system.

4:10 p.m.

Hon. Miss Stephenson: It is my understanding that initially the grant is based upon the number of students enrolled in the various institutions.

Early in January, when the universities calculate the number of foreign visa students who have actually paid the differential, the hold-back, if you want to call it that, or the additional amount, which is not distributed on the basis of the BIU at the beginning of the year, is then recalculated related to the numbers of foreign students within each university. Each university then receives an amount which increases the value of the BIU specifically. It does not increase as dramatically, perhaps, in those institutions which have very large foreign visa student enrolments, but it may increase it significantly in some of the other institutions where there is not a great enrolment.

It is most certainly related to the numbers though, and certainly the initial grant is based on the total student enrolment without the

differential of the foreign students being included at all.

Mr. Allen: Could the ministry provide me with a statistical rundown of that, as of your calculation for last year?

Hon. Miss Stephenson: Yes, we can certainly do it for last year.

Mr. Chairman: Does the minister have enough copies for everyone?

Hon. Miss Stephenson: Yes.

Mr. Sweeney: The last time we discussed this a couple of years ago, the total percentage of visa students across Ontario was somewhere in the neighbourhood of about four per cent. Has this changed substantially?

Hon. Miss Stephenson: Oh, yes. It rose substantially—was it close to nine per cent?

Mr. Cummins: It is close to eight per cent.

Hon. Miss Stephenson: They have increased quite dramatically over a period of about two years.

Mr. Sweeney: Are they distributed evenly in the graduate school or the undergraduate school?

Hon. Miss Stephenson: They were very significantly distributed in the graduate school and increasingly significantly distributed in the undergraduate programs.

Mr. Sweeney: While Mr. Cummins is looking that up, I am wondering if there are any special provisions made for situations such as exist at the University of Waterloo where the vice-president, Tom Brzustowski, had been approached by a student from India to come and study under him. Dr. Brzustowski, as you know, in addition to being vice-president also teaches engineering courses in combustion, if I am not mistaken.

The student wanted to come to him specifically because of his expertise in the area in which he was studying, but Dr. Brzustowski had to advise the student that it would be impossible for him to financially maintain himself in Ontario, primarily because immediately after his having been approached, the fee went up from, I think, \$3,000 to \$6,000.

Dr. Brzustowski simply says, "I will lose a good student who is predisposed to my work and who will have to go elsewhere." He goes on to say, "We are effectively shutting out students from India," and then later on, "Students from Egypt and other Third World countries are also deterred from coming to Ontario because of the fee policy."

I am not reading the whole thing, but the gist

of it seems to be that in areas of specialization like this, it is to the mutual advantage of both the Ontario professor in specialized fields of study and the student, in terms of returning to his own country in those specialized fields of study.

You indicated earlier that there is the Canadian International Development Agency exemption and similar ones. Are there any exemptions or is any consideration given for cases like this? In other words, can a professor apply to the ministry or indirectly through his university to the ministry or her as the case may be, for situations like this, or are they just all treated the same?

Hon. Miss Stephenson: We have not dealt with similar circumstances. I think the response to the vice-president at Waterloo had been to suggest that there were a number of agencies that might be approached, including CIDA, to consider the inclusion of this specific graduate student within their arrangements so the student might be totally exempt from any differential. I do not know whether or not that has been carried out.

Mr. Sweeney: No, the gist of this particular statement is that Ontario universities are, potentially at least, suffering from not having those kinds of students coming in where there is a fee deterrent. One has to wonder to the extent of the high technology involved there, the new philosophies of study, whether or not Ontario could be with their left hand losing out while they are trying to make a few extra dollars with the right hand.

Hon. Miss Stephenson: I am trying to recall whether the communication from the Ontario Council on Graduate Studies included such specific individual circumstances. I do not believe it did, as I remember the letter.

Certainly, the matter of the differential for graduate students is one that is being re-examined now.

Mr. Allen: Certainly, I think Mr. Sweeney is right. The viability of some graduate programs in some universities in the province is at stake if significant numbers of graduate visa students withdraw.

Hon. Miss Stephenson: Dr. Allen, I hate to hear you say that. It worries me that the viability of our graduate programs would be at stake simply because there are not enough private foreign visa students enrolling in them.

Surely one must look at the availability of

those programs for Canadian students and hope there is some way in which we could persuade more Canadians to become involved in such graduate programs than we seem to have been able to do up to this point.

Mr. Allen: One would hope so, but the hope may be pious.

Mr. Sweeney: I want to touch another area a little later, but the connection here is obvious. A number of university presidents are saying right now that they are very concerned about the viability of their graduate programs because of the whole funding question. It may very well be—and quite frankly I am a little embarrassed to have to say so as an Ontario resident—that we have to rely upon foreign students to keep some programs like that viable.

Our own students, because of the funding restraints we have here—and we will talk about other aspects of that later on—simply are not staying in graduate school. We are caught between a rock and a hard place. Canadian graduate students do not want to do it because of financial restrictions. Foreign visa students are quite prepared to stay for graduate purposes, but cannot get in because of another set of financial restrictions.

I realize that I am expanding the whole argument, but it is something we have to look at and it is something you and I have discussed many times in the past. We do one thing over here, and we end up with consequences over here that we did not quite anticipate; maybe pretty costly consequences.

Mr. Chairman: Any further questions? You may proceed then, Mr. Sweeney. You are next on the list.

Hon. Miss Stephenson: Could I just provide the numbers now?

In the fall of 1981 the total number of full-time undergraduate enrolled students in universities was 151,903. The number of foreign visa students in total was 11,169, or 7.4 per cent.

Mr. Sweeney: When, excuse me?

Hon. Miss Stephenson: In the fall of 1981.

The part-time undergraduate students numbered 80,411 and two per cent of that group were foreign visa students as well.

Mr. Allen: What was that percentage?

Hon. Miss Stephenson: It was 7.4 per cent.

In the graduate area, the total enrolment was 16,182 students. Of that, 19.6 per cent, or 3,172, were full-time foreign visa students. At the

part-time level total enrolment was 11,943 students. Of that level, three per cent were visa students and they numbered 358.

4:20 p.m.

Mr. Boudria: I wonder if you could explain to us—I have been concerned about this for a while—how one determines what constitutes a foreign student. Before you answer, I will outline to you a situation and maybe you can tell us how we get around to resolving this particular problem.

There is a well-known acquaintance of mine who lives in the United States but who was born in Canada or was a resident of Canada for a while. His wife was a Canadian citizen as well. They may have both been Canadian citizens, but they have resided in the United States for something like 25 years while remaining Canadian citizens, I presume, in both cases.

They have decided now to send their three—

Hon. Miss Stephenson: Really? Remaining Canadian citizens while living in the United States and working in the United States?

Mr. Boudria: You get a green card and you stay there. This person is a medical practitioner, so that is not a problem. They try to attract many of them there, especially in the southern states, as you know.

They have decided to send their three children to Canadian universities because the cost is a heck of a lot lower. Because they are Canadian students, they are coming here and you and I and everybody else are helping to pay for their education. There are three of them in the one family, that I know of.

Are we looking into that whole issue of residents of other countries who may still be Canadian citizens but have not been living here for a number of years and will likely never even come back here except to pick up their kids in May and bring them back in September? It is cheaper for them to send their children here and rent suitable accommodation for them—much cheaper according to them—than to keep them in the southern states.

Hon. Miss Stephenson: What you are saying is that the children were born here.

Mr. Boudria: No.

Hon. Miss Stephenson: They were born in the United States.

Mr. Boudria: That is correct.

Hon. Miss Stephenson: If they were born in the United States, they are United States citizens.

Mr. Boudria: No, they are not.

Hon. Miss Stephenson: I am sorry, but they are. If you are born in the United States, it doesn't matter what your parentage is, you are a United States citizen. They may have dual citizenship. At the age of 21 you are supposed to make a decision about that.

Mr. Boudria: That's correct.

Hon. Miss Stephenson: But it is determined that if you are born in the United States, you are certainly a United States citizen.

Mr. Boudria: According to the Americans. We claim them as citizens as well because they are born of Canadian parents.

Hon. Miss Stephenson: We claim this?

Mr. Boudria: As Canadians.

Hon. Miss Stephenson: Oh, I see.

The mechanism is that a student must be accepted as an enrolled student within an institution. Once that is demonstrated, the Canadian Employment and Immigration Commission issues a visa. That visa is issued without any consultation with anyone. It is simply that the university has enrolled the student and once he has that letter of enrolment, CEIC almost automatically gives him a student visa.

We do not find out that they are at the institutions until they have enrolled. We never know the numbers until we get the information from the universities. The province has no means of determining in advance or in any other way, except after the fact, what the enrolment is and what the provision is. This is determined by the federal government.

Mr. Boudria: This wouldn't take care of the case I am discussing, where either someone who was born here and left at a very early age and hadn't been here for ages—

Hon. Miss Stephenson: That would be a decision that was taken, it would seem to me, by CEIC. I do not know how those students would be able to attend if they were United States citizens without having a student visa to attend.

Mr. Boudria: The problem is that they are not American citizens. Well, they may be American citizens, but they are also Canadian citizens because they were born of Canadian parents.

Hon. Miss Stephenson: But what you are saying is that they don't have a student visa.

Mr. Boudria: That's correct.

Hon. Miss Stephenson: If they don't have a student visa, we don't count them. That is that.

Mr. Boudria: In other words, they come here as ordinary Canadian-resident citizens, notwith-

standing the fact that in those cases they have never seen this country. They are coming here as though they are residents in this country when they are not, in fact, resident citizens. Technically they are citizens, but they are not what we would consider normal citizens.

Hon. Miss Stephenson: I can tell you that even if they had to pay the student differential fee it would still be a significant bargain for them in Ontario.

Mr. Sweeney: It depends on whether they go to a state school or a private school.

Hon. Miss Stephenson: Even the state schools are—

Mr. Sweeney: Slightly higher but comparable. They also have interstate fees in the United States as well, which happily we don't have yet here in Canada.

Hon. Miss Stephenson: We will not have them in Canada.

Mr. Sweeney: Excuse my concern, but other things have happened here.

Hon. Miss Stephenson: No. I can say quite honestly, Mr. Sweeney, that there is sufficient understanding of the national characteristic of most of our universities, the knowledge that our university graduates don't necessarily stay in the province in which the university at which they were educated is situated. Given the traditional role of Ontario of educating for Canada there is no thought whatever of developing any kind of interprovincial student differential.

Mr. Sweeney: I certainly hope and wish that never happens. The minister will remember that at a previous incarnation she and I discussed the degree to which you are able to get co-ordination with other ministers of education across Canada. I recall your saying that it wasn't all that great—

Hon. Miss Stephenson: Oh, but that is in a different kind of activity and with a different kind of framework. At the post-secondary level there is no differential and there will not be.

Mr. Sweeney: I have no way of knowing one way or the other. I just hope you are right and that it stays that way.

Hon. Miss Stephenson: All I can tell you is that there isn't even any thought of going in that direction.

Mr. Sweeney: Good.

Hon. Miss Stephenson: As long as I'm in this post there won't be.

Mr. Allen: That's all post-secondary institutions.

Hon. Miss Stephenson: All post-secondary institutions, yes.

Mr. Sweeney: Mr. Chairman, not having been here when my colleague Mr. Conway made his opening statement or comments earlier, I may touch on a couple of the same things. I do it through ignorance, not trying to deliberately repeat things.

Mr. Chairman: Not having been here either, I probably wouldn't know what was being repeated.

Hon. Miss Stephenson: I'll know.

Mr. Allen: The minister will know.

Hon. Miss Stephenson: And Dr. Allen will know.

Mr. Sweeney: Consequently, I'll try to be as precise as I possibly can.

The minister is probably conscious of a comment made by Dr. Weir, the new president of Wilfrid Laurier University, over the past weekend that he and his colleagues—I think that is the way the point was made—fear that within the very near future Ontario universities are going to be faced with having to import faculty because so few Ontario students, proportionate to the need, are staying in graduate school.

That comes back to the point I was referring to a few minutes ago. To what extent is the minister aware of this fear expressed by the presidents of our universities? To what extent is there growing evidence that they have reason to be fearful of this? To what extent are there any contingency plans to prevent this from happening?

I can assure the minister that I recall very clearly the anguish, if I can use that term, that her predecessor, Dr. Parrott, went through trying to redress that balance when he almost had to lay a mandate on the universities of Ontario not to hire faculty from outside Canada if there was any way they could avoid it.

There was a real problem there, I'm sure the minister must remember, back in about 1977-78. What are you doing about it? How is it going to be prevented? How real is it?

Hon. Miss Stephenson: The most recent edicts in this area have not been provincial edicts. They have been federal edicts, as I am sure the honourable member knows.

There have been one or two circumstances in Ontario where the university was asked specifically to reassess its evaluation of candidates in order to ensure that suitable Canadians had been considered appropriately. In almost all instances in which hiring has been carried out of

faculty, there has been a significant number of Canadian applicants for every single task. You're suggesting that the number of graduate students is declining dramatically.

Mr. Sweeney: To put the question in a slightly different context, it was my understanding that Dr. Weir was suggesting that students could leave school today and earn an income which was comparable to their professors' and so there was economic disincentive for them to stay in graduate school.

4:30 p.m.

Hon. Miss Stephenson: Mr. Sweeney, when did you go to university?

Mr. Sweeney: I started in 1951 and I ended in 1965; that is 14 years.

Hon. Miss Stephenson: I would suggest to you that those circumstances prevailed then. They prevailed when I was a student at university and that was a very long time ago. It is an ongoing problem of the universities that there are attractions in the private sector which are monetary in nature and which are of significance to many good undergraduate students. That problem has not declined.

Mr. Sweeney: How do you redress it, that is my question?

Hon. Miss Stephenson: I would really have difficulty in attempting to determine whether it has increased or not. In 1969-70 the number of doctorate students whose degrees were granted totalled 640; it was 573 in 1970-71; 851 in 1971-2; 910 in 1972-73; 934, I believe, in 1974; 906 in 1975; 879 in 1976; 875 in 1977; 908 in 1978; 932 in 1979; and 836 in 1980. I do not know what the figures are for 1981 because we do not have them at this point. The number apparently rises and falls in a slightly cyclical fashion.

Can we attract more students to graduate programs? One would hope we would find methods of doing that. Dr. Allen has suggested the only way is to enrich the stipend made available for university professors in order to ensure that more students will look at an academic career as something which is appropriate for them.

Mr. Allen: Just for the record, I do not think I would say that was the only way a university career could be made attractive. I said it was a significant element.

Mr. Sweeney: When the minister is looking at those figures I am sure she will appreciate there are certain areas which are of greater concern than others. For example, my understanding is

that the business schools, the engineering schools and the computer science faculties are the ones that are in somewhat desperate straits.

Hon. Miss Stephenson: I can tell you that is not limited to Ontario, nor to Canada. As far as I know, it is a matter of concern to universities throughout the free world. I am not sure Russia has any problem with it, honestly, but it is a matter of concern in a very wide number of jurisdictions.

Mr. Sweeney: But we get back to the central point. We know the difficulty we had in this province roughly in the mid-1960s, extending right through to the mid-1970s, and the efforts that were made by your predecessors to overcome that problem. Today we hear university presidents say we are heading down exactly the same road. For God's sake let us do something about it before we hit that same crisis again.

Hon. Miss Stephenson: Yes.

Mr. Sweeney: What are your contingency plans to avoid it happening again? It is not a crisis situation at the moment. It is a problem now, but a manageable one. But according to Dr. Weir and others who are looking down the road four or five years from now, we are going to be right back to square one again, right where we were in 1965. The year 1985 is going to be a repeat of 1965; 20 years later we have the same problem all over again.

Hon. Miss Stephenson: It is not a matter which has been addressed as a singular issue during my discussions with representatives of the Council of Ontario Universities. That may be Dr. Weir's assessment, and I shall be very happy to look at whatever he said. I have not seen it at all.

The numbers of students in engineering who are proceeding to a PhD are not what most of us would like them to be. I am not sure they have ever been, simply because of the attractiveness of the private sector. The largest number I can see in engineering was in 1973-74, when we produced 163. We have never reached that number since that time.

I think that had a great deal more to do with opportunities available outside of the university than it had with what the university could provide, or even the numbers of undergraduate students and the attractiveness of the academic career.

Mr. Sweeney: Have there been any deep discussions with potential graduate students to see what it would take, within reason—that is always in parentheses—

Hon. Miss Stephenson: I cannot tell you, because those discussions would be carried on by the various universities, by the professional associations and by the faculties involved.

Mr. Sweeney: Has any of that been brought to your attention?

Hon. Miss Stephenson: No. I honestly do not know whether that kind of discussion has been carried on.

Mr. Sweeney: Again I ask, in general terms, if direct proposals were brought to the minister's attention—

Hon. Miss Stephenson: I would most certainly look at them, yes.

Mr. Sweeney: Is it strictly a case of dollars and cents?

Hon. Miss Stephenson: I believe it is something about which we would be bound to ask the advice of the Ontario Council on University Affairs, and we would be bound to listen very carefully to their advice.

Mr. Sweeney: Along that line, Madam Minister, I understand there is another re-examination of the grad programs, as was done under Dr. Parrott in 1978-79. Where is that at present? What are you really looking at there? To what extent does it tie in to what we are talking about?

Hon. Miss Stephenson: OCUA, as I am sure you are aware, has been looking at this for some time and has been having discussions with the universities. It has been attempting to help us develop a policy which relates to the evidence of need. You are talking about establishing a new graduate program, are you not?

Mr. Sweeney: I understand OCUA, either at their own volition—I mean volition; I always get that word mixed up, and I should not use it—

Hon. Miss Stephenson: I am glad you changed it.

Mr. Sweeney: —or at your request, I am not sure exactly what happened, are looking at the whole program, because there are specific problems in some of the basic programs I was talking about—biological sciences, engineering, mathematical sciences, and things of that nature—that give us some concern.

Hon. Miss Stephenson: OCUA advised us in late 1981 that they felt it was appropriate to develop a new process for the approval of new graduate programs, not the maintenance of current ones.

The approval process in the past involved COU and OCUA, through the Advisory Com-

mittee on Academic Planning, which was the advisory committee of COU. They had recommended new programs for funding on the basis of strict criteria which were established by OCUA. Then OCUA made its recommendations to the minister based upon its assessment of how the criteria had been applied.

COU had some difficulty in applying the criteria to its member institutions, and it is no longer going to play such a significant role in this. So it has fallen to OCUA to establish an academic advisory committee. That was done in January of this year.

That committee will review proposals for new graduate programs in the light of four criteria: first, the evidence of need; second, that there is not a similar program in the field; third, that there is a successful academic appraisal of the program; and fourth, that there is enrolment in the program prior to consideration for funding.

The committee is made up of academics broadly representative of various discipline sectors and it also looks at proposals for new undergraduate professional programs. So that mechanism is now in place; but it is for new doctoral programs.

Mr. Sweeney: So it will not necessarily deal with the problem we had previously been discussing?

Hon. Miss Stephenson: No, it would not, because all of the graduates we currently have in PhD programs are in existing funded programs.

Mr. Sweeney: I understand what you are saying.

Hon. Miss Stephenson: One of the things I might tell you is that such groups as the Association of Professional Engineers of Ontario have deemed it a part of their responsibility to assess the appropriateness of the enrolment and the size, whether there should be growth or not.

You will recall that—I believe it was in 1971—the Canadian Association of Professional Engineers carried out an assessment which suggested that the enrolment in engineering schools should not increase dramatically, but should be held at a level of something like 1,300 in Ontario. Thank heaven the universities didn't follow that. The figure crept up gradually, and there has been a significant increase in the total numbers of engineers.

4:40 p.m.

However, you will also recall that we were being bombarded about a year and a half ago to do something dramatic about increasing enrolment in engineering programs because we were

never going to have enough engineers to sort out all of the problems of the megaprojects that were in the offing. Then, of course, all of the megaprojects collapsed and we had engineers walking the streets of Edmonton and Calgary, and Toronto, because there simply was not employment for them.

Quite honestly, I do not believe that we should ever be setting specific numbers for specific programs. There still has to be a matter of choice and I believe that we are always going to have some slight difficulty because of the fact that we live in a country which is democratically based upon freedom of choice for individual students to make their own decisions.

Certainly, if we had been looking at numbers we would have been in the same kind of box that we were with nursing schools several years ago, when we put a very severe limitation upon enrolment because we apparently had no career opportunities for nurses. Within two years we had a shortage of nurses.

If we were going to do it, obviously we might suggest doing it within faculties of education because there isn't any doubt about the fact that the student body to be served is not going to increase dramatically.

Mr. Sweeney: Has the minister, in consultation either with the Ontario Council on University Affairs or the Council of Ontario Universities, ever seriously discussed an expansion of nonfaculty people coming in on a part-time basis, much the way the law schools do it? It seems to me they are one of the few faculties in the province that use that particular procedure in a fairly extensive way.

Hon. Miss Stephenson: The faculties of medicine do the same thing. So do the faculties of dentistry. The professional schools do this fairly frequently.

Mr. Sweeney: What about some of the other areas we are talking about—business schools, computer schools?

Hon. Miss Stephenson: I believe that this sort of thing is a matter which is under discussion within schools of business and schools of business administration because the current expertise which can be brought to the program for students is something which is of significance.

It is my understanding that it has not been really discussed within the arts and science faculties within the universities, and I wonder in fact whether it should be. I don't know. It seems to me it is less appropriate in that kind of setting.

Mr. Sweeney: Yet we know from places like the University of Waterloo of the currency value—and I believe this is what the minister was suggesting a minute ago—of keeping that link between—what is the expression, town and gown?—the world of the university and the world outside the university. If these fields where the shortage seems to be most critical are the ones that are changing as rapidly as we are being told they are and as they appear to be changing, there might be a very positive move to—

Hon. Miss Stephenson: Certainly, yes. In the world of work and in specific science programs which have a relationship to developments outside the university milieu itself, certainly that kind of exchange is valuable.

I know that architecture programs, for example, have been doing this for years, but many of the part-time appointments to many of those professional programs are of people who are in practice of that professional activity within the community and serve as teachers.

Now, would it be useful within Canadian history, for example? What would the historian—

Mr. Sweeney: There aren't that many to draw on though. That is clearly a difficulty. There aren't that many Canadian historians floating around outside university.

Hon. Miss Stephenson: One is floating right here, right now.

Mr. Sweeney: Again, as I say, there is an exception to every rule.

Hon. Miss Stephenson: But that is precisely what I say. Within the core of the university, the arts and science faculties, this has not been—

Mr. Allen: The reservoir to draw on there is not as large, but none the less there are some and there are appointments in many universities of joint professors who are drawn from museums and do part-time teaching in arts, fine arts, and social science sectors. So that does happen, but as far as—

Hon. Miss Stephenson: Joint appointments between two institutions, both of which may be universities, is a useful thing to think about as well. But certainly the joint appointments with major institutions such as the Royal Ontario Museum and the Art Gallery of Ontario and that sort of thing aren't very much in evidence.

Mr. Allen: Artists in residence are another example of a similar arrangement.

Hon. Miss Stephenson: They do bring in a breath of fresh air sometimes, if that is the right

expression, and I am sure that Dr. Allen will say that that is not the right expression.

Mr. Allen: No comment on that.

Mr. Sweeney: I refuse to comment on that one, too.

One of the critical decisions facing a lot of universities today is the whole question of quality versus quantity in terms of funding. I notice that Dr. Alvin Lee, the president of McMaster University, expressed great concern over their continuing ability to accept strictly quantity and they are perhaps going to have to reduce their numbers in order to maintain the quality.

There was a fairly extensive series of articles running in the *Globe and Mail* back in October, one of them headed, "Universities Face Choice: Quality Or Accessibility?" The minister is well aware, of course, that the standards for this province were set—going back to about 1965, if not earlier; I think that was about the time when the then minister, now the Premier of the province (Mr. Davis), indicated that any student in Ontario who got 60 per cent could get into a university.

It would appear, if Dr. Lee and other university presidents are thinking in the way I just quoted to you, this may not continue to happen. In talking to a number of students as well, their sense is that the acceptance level with respect to marks is being pushed higher and higher all the time, and not just in limited-demand courses but in a lot of courses.

Where are we with this whole situation? Is Ontario going to continue to be able to offer a place for any student who wants to go, for any students who gets at least 60 per cent? Or are we, as Dr. Fisher suggested in his report, maybe facing the crunch of serving fewer students with the same amount of money?

Hon. Miss Stephenson: The question of accessibility as I see it was first defined based entirely upon university enrolment, because at the time that definition was made, back in the early 1960s, we didn't have colleges of applied arts and technology. We didn't have other post-secondary institutions.

I think the question I asked at the conference is one that we are really going to have to look at. Are we talking about accessibility to post-secondary institutions as available to all students, or are we talking specifically in limited terms about accessibility to universities only when we talk about accessibility?

Mr. Sweeney: That's basically my question, what are we talking about?

Hon. Miss Stephenson: That is the question about which we have had some discussion with COU. Certainly it is a matter I think is reflected in some of the discussions which the chairman of OCUA is having with presidents of universities and others. It is a question which obviously we are going to have to examine with critical care.

We have one major problem facing us and which we are not dealing with at this point because the implications are not obvious, probably primarily because of the economic situation at the present time. That is that by 1986 there will be a very significant decline in that age group which is traditionally the post-secondary student age group.

We have to be concerned about whether we are going to ensure that a greater participation rate occurs at all post-secondary institutions, so the proportion of that age group that attends will increase, or whether we are likely, if there is an economic redevelopment, to be facing a significant decline in applications for post-secondary education both at the college and at the university level. That is very unpredictable.

Mr. Sweeney: The problem today is not a decline in applications.

Hon. Miss Stephenson: Oh, no.

Mr. Sweeney: It is a decline in the ability to accept them, and also the hurdle is being set a little higher.

By the way, you made a reference to colleges. I have three or four students in my own area—and these are grade 13 students—whose parents have contacted me about their inability to be accepted even into college programs because their marks are not high enough or they haven't chosen certain programs.

4:50 p.m.

Hon. Miss Stephenson: Limited enrolment programs, yes.

The actual increase in enrolment this year is really quite significant. The only university in which there is a decline is the University of Toronto, and the decline is of the order of 0.74 per cent. The increases at the other institutions range from 0.18 per cent at Ryerson Polytechnical Institute to 29.64 per cent at Brock University. The increase is 2.14 per cent at the University of Waterloo; Wilfrid Laurier University has a 6.15 per cent increase; McMaster University has a 6.41 increase; and Lakehead University an 11.74 per cent increase.

The increases are really relatively significant.

The University of Windsor, which your colleague is very interested in, has a 12.57 per cent increase in enrolment this year. Trent has a 6.92 per cent increase this year.

Mr. Sweeney: Do you have anything there that shows the relationship between the number of applications and that increase?

Hon. Miss Stephenson: Yes. I think that the increase in the number of applications this year was in the order of six or seven per cent across the board, wasn't it? I have forgotten.

I am told it ended at a 4.5 per cent increase in 1982, and yet the enrolment is up on average 5.04 per cent across the province. This is the undergraduate program only.

Mr. Sweeney: I raised the question because of your reference to students going to the colleges as well as to the universities.

Hon. Miss Stephenson: I am sorry, the post-secondary school application rate increased by 7.2 per cent.

Mr. Sweeney: So there is a rough parallel between the increase in applications and the increase in actual enrolment.

Hon. Miss Stephenson: Yes.

Mr. Sweeney: The only point I was going to make was that at the colleges there is an increase as well, but there are substantially more people applying than are being accepted.

Hon. Miss Stephenson: Increased enrolment at the colleges is in the order of 9.8 per cent.

Mr. Sweeney: Can we come back then to square one? The minister very candidly pointed out that there is a present reassessment or at least a rethinking of what it means to say that there is a post-secondary place for every student who wants to get there and can qualify.

Hon. Miss Stephenson: We are not saying that there is a place in the first-choice institution of a student, nor in the specific program at that first-choice institution. I do not think that has ever been a part of the definition of accessibility.

Mr. Sweeney: All I am reaching for is to what extent is that being rethought, reexamined, reevaluated, and at this time can the minister indicate how it is being done, what criteria are being used, what mechanism is being used, and where is it likely to end up? Where are we going in the next three or four years?

Hon. Miss Stephenson: That is the problem. The problem is that over the next three or four years the actual numbers of the traditional age group, that body that has made up the bulk of all post-secondary students, will decline. That actual

figure will decline significantly. We are just working our way through the secondary school system right now.

Mr. Sweeney: That should have declined already.

Hon. Miss Stephenson: Oh, no. We do not get to the bottom line of secondary until about 1986, probably the end of 1985 or 1986.

Mr. Grande: By 1983.

Hon. Miss Stephenson: Elementary.

Mr. Grande: The last time we looked at those figures, 1982 or 1983 was the year—

Hon. Miss Stephenson: For elementary the bottom date is in 1982 or 1983.

Mr. Grande: The report on the future role of the universities quotes 1983 as reaching peak.

Hon. Miss Stephenson: Reaching peak in terms of the numbers, but I am saying that we reach the bottom of the trough at the university level at about 1986.

Mr. Grande: So the decline will begin in 1983 or 1984.

Hon. Miss Stephenson: Yes, the decline—

Mr. Allen: Is the minister talking about the departure point rather than the entry point?

Hon. Miss Stephenson: I am talking about the entry point actually.

Mr. Allen: The last of the peak of the wave enters in 1985 or 1986?

Hon. Miss Stephenson: It is projected that the decline in the traditional university or post-secondary numbers will begin in 1984, will proceed through to about 1992 and then will start to level out or rise very slightly.

Mr. Sweeney: Does the minister have any direction for those universities that are now facing what they believe to be the critical choice of maintaining the quality of their programs and having perhaps to reduce the numbers coming in? Where do they go? Are they just going to be left on their own to make that decision?

Hon. Miss Stephenson: No. The universities have always had the responsibility of determining the maintenance of quality within their programs and that responsibility remains there. There are several institutions that have begun the exercise of attempting to determine whether they can establish criteria of quality which are appropriate for that examination.

Mr. Sweeney: How does that affect the individual autonomous choice of a university to decide how many students it is going to take in?

Let's go back and say they have decided that

they have two choices. Whether the minister or I agree with that, that's what they are basing it on. How does that coexist with a provincial policy that says every student has the right to go? If each autonomous institution is going to decide no, how can the system as a whole say yes? How do you decide those two?

Hon. Miss Stephenson: That is precisely the point I was raising earlier. When the definition was established it related to universities only. The question I have been asking is whether accessibility now should be defined as accessibility to post-secondary institutions, taking into account the alternative institutions which have been established since the definition was first made.

Mr. Sweeney: If anything, the community colleges which you are suggesting are the alternatives are having equally difficult times, if not more so. I can quote—and I'm sure it will be done better under the college estimate—colleges saying they have 450 applicants for a course where they can take only 32 of them. They go course after course after course. Quite legitimately, the community colleges are not able to pick up that slack. They are in even worse trouble.

Hon. Miss Stephenson: No, they're not. I do not believe that they are in worse trouble.

Mr. Sweeney: Unless you are going to direct students to what course they are going to have to go into—

Hon. Miss Stephenson: No, no.

Mr. Sweeney: —and that's the only alternative.

Hon. Miss Stephenson: The accessibility definition says there will be a course in a post-secondary institution available to every graduate. That is not to say, as I said earlier, that the specific first-choice institution is going to be available to every graduate or that the specific course is going to be available to every graduate.

Mr. Sweeney: Well, what is available to them?

Hon. Miss Stephenson: That is my understanding of even the original definition of accessibility.

Mr. Sweeney: In a course that they don't want? I can quite agree that it's not going to be the institution that they necessarily want, but surely they can have the program they want.

Hon. Miss Stephenson: Not necessarily.

Mr. Allen: Forcing them into that position in college and university programs can be rather devastating. What is happening at the moment is that a lot of students are not able to attain

those high enrolment percentages, such as the 81.3 per cent that you have to have to get into the University of Toronto engineering program, or some of the escalated entrance levels that are required at some other universities. That has pushed a lot of students, whose first choices are in a whole sector which is blocked off for them now as they can't get into it with a 79 per cent average, into programs in the liberal arts and social sciences because they want to go to university.

That's a very, very low priority area of study for them. The result is, for example, the faculty of humanities at the McMaster University has had a huge increase in enrolment. It's almost entirely from students who don't want to be there.

Hon. Miss Stephenson: If they want to be in engineering, I can tell you there are still some faculties of engineering within the province admitting with an average of 60 per cent, 61 per cent and 62 per cent.

Mr. Allen: Some of these students may be local students who can't afford to live away from home.

Hon. Miss Stephenson: If they can't afford to live away from home, the Ontario student assistance program helps them.

Mr. Allen: But it doesn't cover everything.

Hon. Miss Stephenson: I'm not sure that's a very good reason. That's an excuse, not a reason.

Mr. Allen: When the honourable member asked you a question about increases in enrolment levels and increases in application levels, the two percentages seemed to run more or less parallel. That seems to be at least a little bit reassuring, but what was not provided was the gaps that might exist.

You can have a seven per cent increase in applications and an equivalent increase in enrolments. But since the base for calculating those two figures is different, namely enrolments and applications, what is the statistical gap between college and university enrolments and applications in those statistics that you gave a moment ago? I mean, how many students did not, in fact, find a place?

5 p.m.

Hon. Miss Stephenson: At the university level, we will have that information from the Council of Ontario Universities probably in January. At the college level, we still have a problem because we are aware that there are

many thousands of multiple applications for courses and institutions within the college system.

At this point I do not think we have sufficient data about the differential between the number of applications and those who are enrolled, but if correspondence is any indication of the inability of students to be admitted to a college program, I would say I do not think there is a problem, because the only couple of letters that we have had this year have been related to specific limited-enrolment courses and nothing else.

Dr. Fisher: Almost entirely limited to nursing.

Hon. Miss Stephenson: Yes, in nursing, so it does not seem to be a major problem. But I would agree with you that we must develop—the universities now have this through their centralized admission control mechanism. What we are looking at is trying to develop something of that sort in colleges so we have better information about it.

If you want me to answer the question you have asked, I will tell you that I cannot answer it. I have been asked the question about accessibility and the question, I believe, is something which has to be determined jointly amongst the institutions, with the co-operation of government. That is what we are attempting to do here.

Mr. Sweeney: I would pursue it only because I feel it is probably the central question that was raised by Dr. Fisher's report, at your request. I am not aware that that question has been responded to.

I was really trying to get at where you are at. How close are you to making a decision, if you are going to come to a decision at all, or is it just going to continue rolling on and we will do the best we can?

Hon. Miss Stephenson: No, it is certainly one of the items we have been discussing with the representatives of university presidents.

Mr. Sweeney: I have other questions but I have taken quite a bit of time; I will come back to them later.

Mr. Grande: I have three related areas, as a matter of fact. At least, the first two are related, and that is what John Sweeney was talking about, quality versus quantity in our universities. I would just like to ask the minister specifically about the universities.

I have heard that in February, when the grants to universities and colleges came down, the 12.2 or whatever percentage it was, prior to your making the statement publicly there was an in-camera meeting between the university

presidents, yourself and the Premier (Mr. Davis). At that meeting, or any other meeting you had after that within the next couple of months, did you mention to the university presidents that they have to start limiting enrolments in our universities in order to cope with the quality-quantity business that Mr. Sweeney was talking about?

Hon. Miss Stephenson: No.

Mr. Grande: There was never anything?

Hon. Miss Stephenson: No.

Mr. Grande: Okay. In a meeting that you had with Dr. Matthews, the head of the Ontario Council on University Affairs—I understand that it was a very private meeting; that at your request, minutes were not kept of that particular meeting. Did you suggest to Dr. Matthews—

Hon. Miss Stephenson: If it was a very private meeting, how do you know about it?

Mr. Grande: Obviously I hear of these things. During that meeting, or again at some time in March or April, did you state that the question of limiting enrolments in our universities should be discussed and serious consideration should be given to that aspect?

Hon. Miss Stephenson: No.

Mr. Grande: I am just trying to find out when Dr. Matthews proposed that and, as a result, what transpired prior to that—

Hon. Miss Stephenson: I will give you the timetable, if you like.

Mr. Grande: Sure, go ahead.

Hon. Miss Stephenson: At my request, the presidents of all Ontario universities met with me and Dr. Matthews at the end of March and discussed a number of subjects. At that point, Dr. Matthews suggested that he had a proposal, his own personal proposal, which he would discuss with the university presidents. He informed me two or three weeks thereafter of the contents of that proposal and asked if I had any objections about him proceeding to discuss his proposal, because it was one aspect of a whole range of things we were looking at related to universities.

Certainly, if he has some suggestions as chairman of OCUA, it seems to me he is within his right to discuss them with university presidents, and that he has done. It still, I believe, has not been addressed by the council. To my knowledge, the council has not examined whatever the content of his proposal is.

Mr. Grande: Was that not the meeting at

which people got up and left when it was discussed?

Hon. Miss Stephenson: At what meeting did people start to get up and leave?

Mr. Grande: Apparently there was a meeting of the Ontario Council on University Affairs where the—

Hon. Miss Stephenson: I have no idea; that has not been reported to me.

Mr. Grande: Professors were in attendance, and at that time, they decided to get up and leave rather than—

Hon. Miss Stephenson: No, no. That was at the conference on post-secondary education sponsored by the Council of Ministers of Education, Canada. An address was being given by Dr. Roger Gaudry, who was the past-president of the University of Montreal. He presented a paper on his views about the problems facing universities.

It was a very well co-ordinated demonstration, as a matter of fact. Members of the Ontario Confederation of University Faculty Associations got up, on cue, throughout the speech and marched out of the room in which the presentation was being made.

One of the points at which a number left was at the suggestion that maybe tenure was an outdated concept that should be re-examined carefully within the universities. He suggested at one point, as a past faculty member, president of a university and a man who has an international reputation as far as university administration goes, that perhaps university professors did not work hard enough, and that caused another exodus. In fact, there was a series of them, about five or six.

As I said, it was very well-orchestrated, it was beautifully done and I had to congratulate them.

Mr. R. F. Johnston: What is his age?

Hon. Miss Stephenson: Dr. Gaudry? I think he is probably 65.

Mr. Gillies: Does he have tenure?

Hon. Miss Stephenson: I do not think he does. I suppose he had tenure when he was a university professor, but as the president of a university, one does not have tenure; one is on a limited appointment which can be renewed. That was the only exodus that I am aware of.

Mr. Grande: I have the two meetings mixed up.

Hon. Miss Stephenson: There is a great difference between a conference on post-

secondary education attended by 400 people and a meeting of OCUA which is attended by members of the council of OCUA.

Mr. Grande: I am agreeing with you. I have the two meetings mixed up. When I make a mistake, I admit it.

Hon. Miss Stephenson: You do an awful lot of fishing.

Mr. Grande: I would assume that those numbers were undergraduate in terms of the increases you were talking about?

Hon. Miss Stephenson: Yes.

Mr. Grande: It seems that the University of Toronto is the only university that has declined. Are you aware that for at least three years that I have been aware of the University of Toronto has been doing everything in its power to ensure that its enrolment decline for undergraduates—

Hon. Miss Stephenson: No.

Mr. Grande: You have not?

5:10 p.m.

Hon. Miss Stephenson: No, I do not know what you mean by doing everything in its power. I am not aware that there was any decision taken by either the board of governors or any other group within the University of Toronto to develop a policy which related to enrolment.

Mr. Grande: My understanding in speaking to the dean of undergraduate studies at U of T is that their intent is to be at 10,000 in terms of undergraduates. They were still at about 11,000 and they were trying their darndest to make sure that it would get down to 10,000. The facilities that they have clearly take up that number.

Hon. Miss Stephenson: That is only the St. George campus. I can very well recall the year, I believe it was 1947, when enrolment increased by approximately 35 per cent within the St. George campus. The numbers were significantly beyond 10,000, as I recall at that point. That is a long time ago, and they managed that one.

Mr. Grande: What is the number of undergraduates at the University of Toronto?

Hon. Miss Stephenson: I do not have that figure at this point.

Mr. Grande: I thought it was about 11,200 or 11,300, around there somewhere.

Hon. Miss Stephenson: I do not know. Perhaps Mr. Sayers could tell us. He cannot? At one point it was 17,000. I recall that figure as well. We do not have the specific undergraduate enrolment at U of T.

Mr. Grande: If the minister finds information that is contrary to what I was saying—

Hon. Miss Stephenson: We will request that information from U of T. I do not know what the figures are for all of the campuses, for example, for this year. That information does not usually come to us until January.

Mr. Grande: The point I was making is the decline has only occurred at the University of Toronto because it wanted a decline. One of the ways they have been doing it through the years, as my colleague said, is to increase the percentage which they require students to have in being admitted after grade 13. For the bachelor of arts undergraduate work, it increased from 75 per cent up to 79 or 80 per cent in the last couple of years. Therefore, there is a deliberate attempt at the University of Toronto to take the cream of the crop.

The other question is related to accessibility. I understand in conferring with my colleagues that some questions have been asked about the Paul Anisef study, *The Pursuit of Equality: Evaluating and Monitoring Accessibility to Post-Secondary Education in Ontario*. By the way, I was really amazed when I received my copy as to why the "additional copies may be ordered from publication sales" was blocked out. Is this not widely distributed?

Hon. Miss Stephenson: Yes, it is widely distributed. It is not distributed to every single resident of the province.

Mr. Grande: No. Clearly what I am talking about is that what was blocked out of my copy is that additional copies may be ordered from publication sales, Ontario Institute for Studies in Education, 252 Bloor Street, or from the Ontario government bookstore, publication centre, 880 Bay Street.

Hon. Miss Stephenson: I believe that additional copies are available from at least the Ontario government bookstore. I do not know about the OISE arrangement, but I doubt that all of the copies that were printed have been distributed. They always print more so that if someone wants to purchase one, he may.

Mr. Grande: It is just an incidental kind of question. I usually do not see where books may be available to the general public at a cost that that would be blocked out.

Hon. Miss Stephenson: What should that have to do with it? Are you saying a section of the report?

Mr. Chairman: The instruction was blocked out.

Mr. Grande: Right where this particular report is available or should have been available.

Hon. Miss Stephenson: I am sorry, I didn't read that page.

Mr. Grande: I didn't read that page either, but it's unusual to see it blocked out.

Mr. Allen: When something is scratched out, you notice it.

Mr. Grande: If it weren't for the Ontario Federation of Students, this report would probably have never seen the light of day.

Hon. Miss Stephenson: We expended a great deal of effort to persuade the Ontario Federation of Students that this was the appropriate direction to pursue at this stage.

Mr. Grande: My first copy of this report was not this report. It was the draft report.

Hon. Miss Stephenson: Without the chapter that we waited four months for.

Mr. Grande: Of this report here?

Hon. Miss Stephenson: Yes. You kept accusing me of withholding the report. We were not withholding the report. We didn't have the entire report because there was one chapter that was not completed until about three and a half months after we had anticipated we would have it. When we finally received it, we printed it. You can't produce an incomplete report.

Mr. Grande: You may check the record that I never accused you of that. It was the Ontario Federation of Students.

Hon. Miss Stephenson: No, you did, Tony.

Mr. Grande: Let me ask you a couple of questions about accessibility and about the recommendations of this report. Are you in agreement with that or have you come to any determination? I think the report was issued in May or June.

Hon. Miss Stephenson: I'm in agreement with the general concerns expressed by Professor Anisef.

Mr. Grande: Which means you think accessibility to university or post-secondary education really begins in the primary and elementary schools.

Hon. Miss Stephenson: Or before.

Mr. Grande: The whole situation of early childhood education?

Hon. Miss Stephenson: Not necessarily early childhood education but early attitudes devel-

oped within the home or within whatever milieu the child is in.

Mr. Grande: You are in agreement with that?

Hon. Miss Stephenson: I'm in agreement with the concerns he expresses in that report, yes.

Mr. Grande: We can deal with that under other estimates at another time. I just don't want to get involved in that area now. It's good to know you are in agreement with Dr. Anisef's basic thrust in terms of accessibility.

Hon. Miss Stephenson: I am in agreement, I will say again, with the concerns expressed by Professor Anisef in the report. Can I say it any more clearly?

Mr. Sweeney: He said something about puppy dogs too.

Mr. Grande: Let me ask you a question about recommendation 8 because I understand there is some concern about the Ministry of Colleges and Universities not being interested in monitoring the accessibility. Forgive me if I do not have the details.

I understand there was a particular committee that was going to continue to monitor this, but the Ministry of Colleges and Universities was not interested in letting this committee continue, despite the fact that in recommendation 8, Paul Anisef says the government should continuously monitor trends in accessibility to post-secondary institutions in Ontario. This is especially true because the census Paul Anisef talks about was not available at the time of the printing of this report.

Hon. Miss Stephenson: Tell me which committee you're talking about.

Mr. Grande: Obviously there is a committee on accessibility to support Paul Anisef and his work.

Hon. Miss Stephenson: There was a joint committee of representatives of Ontario Federation of Students and the ministry to plan the development of this report. Is that the committee you're talking about?

Mr. Grande: Perhaps. Go ahead, anyway.

Hon. Miss Stephenson: That committee has discharged its responsibility. We are looking at the recommendation regarding monitoring and the way in which it should be done.

Mr. Grande: Wouldn't it be logical that since that committee dealt with this report—

Hon. Miss Stephenson: No, it didn't deal with the report.

Mr. Grande: No, but in terms of—what's the word?—the proposal, the setup, the direction, the research, etc.

Hon. Miss Stephenson: It vetted the protocol for the research study, but that's something quite different from monitoring accessibility. The role which that committee had been established for has been discharged until it is decided what further steps will be pursued as a result of this report.

5:20 p.m.

Mr. Grande: How long has the Ministry of Colleges and Universities monitored or done something in the way of reporting on the accessibility to post-secondary education in this province?

Hon. Miss Stephenson: One of the reasons for establishing the Anisef study was to try to determine the kinds of criteria that should be used if we were going to do anything related to trying to establish accessibility rules or developments. Dr. Anisef has now established some criteria which he says are not complete even in his report at this point. He is proposing some further examination, as you know.

The question at this point is: Do we have the appropriate mechanism now for determining whether accessibility is or is not a problem? If we have that capacity, do we have the concomitant capacity to determine what the factors are that have influenced the decisions of the young people?

Mr. Grande: In the body of that report under recommendation 8, Dr. Anisef writes: "This is especially necessary"—the monitoring—"in view of the opinions (e.g. OFS, 1980a) that accessibility has decreased for disadvantaged groups in recent years. In this regard, the 1981 census analysis, which is in the planning stage by the authors of this report, should provide valuable insights. An attempt at developing and employing a standardized or common measure of social class and ethnicity would also prove to be most useful in comparing findings across various data sets."

Are you saying to me that the ministry does not see the usefulness of that?

Hon. Miss Stephenson: No. I am saying that the report was released with a covering annotation that we would welcome responses to the report from all interested groups. We do not, I believe, have all of those responses as yet because some of them are rather slow to come in. We will then take a look at the recommenda-

tions in light of the responses, as we always do, and determine the course of action.

Mr. Grande: I really hope and strongly suggest that your ministry continue with this work at this time. If we are going to make any kind of sense out of the accessibility work that has been done in the last four, five or six years in dealing with the 1971 census, it would be a tremendous shame not to make comparisons with the 1981 census, if it is at all possible to make comparisons.

That is how you rate whether post-secondary education has been accessible to a larger percentage of students and where these students come from in terms of a social stratum. Not to do that, as Dr. Anisef suggests in that recommendation, would be missing a valuable opportunity.

Let me talk about another matter, and that is legislation.

Mr. Allen: Could I ask a question as a supplementary?

Mr. Grande: Sure.

Mr. Allen: Madam Minister, you confess to being moved by the concerns that animate Dr. Anisef in his drafting of this report and in presenting a number of recommendations to the department for coping with the problem of accessibility. It must be of at least a little concern to you that if the problem is addressed adequately and many of his recommendations are implemented and are effected, they will have funding implications and quality implications or both.

Is the department developing, concurrently with its consideration of Dr. Anisef's conclusions and the recommendations, contingency plans and forward planning that would help us to conclude whether, if they are effective, we are going to run into a quality problem or a funding problem? If so, what is the scale apt to be?

I was talking a moment ago about what was happening with the general demographic trends and the appropriate age group for universities, but if we are moving in on expanding the take in another respect from that same age group and we are at all effective, then we are up against the necessity, even more than we are at the moment, of reversing the funding trends of recent years.

Hon. Miss Stephenson: The possibility of effecting a dramatic immediate change in the patterns which were evident as a result of Dr. Anisef's study of the 1971 census is relatively remote. One does not change that overnight.

Mr. Allen: Granted we are talking in terms of perhaps a generation there, he also says that continuing and even developing the financial incentives and supports are inescapable necessities if we are to move in on the problem of accessibility as well. He has some short-term as well as medium- and long-term proposals.

Hon. Miss Stephenson: Yes. We have been looking specifically, for example, at the matters related to native students and francophone students in Ontario, and also minority language students in various provinces, in order to try to determine ways in which—one of the rationales for examining the possibility of establishing the University of Northeastern Ontario was the potential it provides for meeting the specific needs of francophone students and native students in northeastern Ontario.

Mr. Allen: You seem to have alarmed at least some of the administrators of some of those institutions by not committing yourself to the increased funding they believe will be necessary to—

Hon. Miss Stephenson: I think we should let the committee have a look at the problem before we determine whether there is increased funding and what the amount of it is. I am not sure we should prejudge before the committee we have asked to examine this whole matter has had a chance to look at it.

Mr. Allen: I agree. At the same time I think that some of those who were brought around to supporting that proposal did so on the understanding that the move would be accompanied by commitments to increased levels of funding. There was a prior expectation in a sense, notwithstanding your reasonable observation that the final arrangements should be in the hands of the commission.

Hon. Miss Stephenson: Certainly the recommendation should be in the hands of the commission that has been established.

Mr. Allen: You would anticipate that if there are increased enrolments as a consequence of the new development, they would be followed with adequate funding?

Hon. Miss Stephenson: They would have to be supported by appropriate funding.

Mr. Chairman: Mr. Grande, have you completed your questions here?

Mr. Grande: No. I have one more thing to deal with. It is about what I considered to be a threat to the universities back in February, that

legislation would be brought down for dealing with their deficits.

Hon. Miss Stephenson: If I may correct the record, as Mr. Grande so often does, the statement that was made to the universities was that we would ask the Ontario Council on University Affairs' advice about whether legislation was necessary or not.

Mr. Grande: You are right. That is the Ontario Council on University Affairs, yes.

Hon. Miss Stephenson: OCUA's advice was that we would require legislation.

Mr. Grande: You would require legislation?

Hon. Miss Stephenson: Yes.

Mr. Sweeney: To do what?

Mr. Grande: To force universities to rid themselves of their deficits.

Hon. Miss Stephenson: That's not precisely what the action is, Mr. Grande.

Mr. Sweeney: What does it mean?

5:30 p.m.

Hon. Miss Stephenson: The proposal is that all other provinces have either legislation or policies which match those which relate to school boards, to hospitals and to other institutions so that no institution should plan for an unmanageable deficit. That is the burden of this activity.

Mr. Sweeney: What happens if they have one?

Hon. Miss Stephenson: If they have one they have to develop a plan for getting themselves out of it.

Mr. Grande: With school boards you could bring that kind of thinking into play because the school board does have a tax base.

Hon. Miss Stephenson: It has been in place for school boards for 50 years.

Mr. Grande: They have a tax base to which they can go and increase the mill rate or whatever and deal with that. What tax base do the universities have?

Hon. Miss Stephenson: They don't have the opportunity to levy taxes; neither do hospitals.

Mr. Grande: I don't understand. Brock, as of last year, had a \$430,000 deficit out of a budget of \$19 million; Carleton, a \$1.4 million deficit out of a budget of \$60 million; Laurentian, a \$1.4 million deficit out of a budget of \$20 million; and Trent University, a \$1.2 million deficit with expenditures of \$17 million. What are you saying to these universities? Are you saying to

them to cut programs in terms of Laurentian to the tune of \$1.4 million?

Hon. Miss Stephenson: No.

Mr. Grande: Not in one year perhaps, but over a two- or three-year period.

Hon. Miss Stephenson: No. What we are saying to them is if a deficit should occur, it is the responsibility of the board of governors to develop a financial plan which will move the university out of that deficit position within a reasonable period of time.

Mr. Grande: In other words, the only thing they can do is to cut down their programs or else to go to their alumni or the private sector to get their money.

Hon. Miss Stephenson: No. It doesn't necessarily mean cutting programs at all. It may be that there are structural changes that can be accomplished within the university or other changes.

Mr. Grande: Such as? Just give me some.

Hon. Miss Stephenson: Management changes which are sometimes critical to this kind of activity.

Mr. Grande: You are saying they're not good managers of the money they have?

Hon. Miss Stephenson: No, I am not saying that. You continue to put words in my mouth. You asked me for examples of the kinds of changes they might make. I said they might make some management changes. They might make some structural changes within the institution. They may do a number of things. It doesn't necessarily follow that they have to cut programs to do it. They might have to do that, but I am not saying that that is what they have to do at all.

Mr. Grande: But even if they take fewer students, the BIUs will not follow that student. Therefore it's not the matter of the fewer students, it's the matter of—I would really be interested in finding out if in the past five or six years, from the time of the underfunding that this government has done to the university sector started to occur, whether these deficits have increased over that number of years.

Hon. Miss Stephenson: Some have and some have declined. Several institutions have never run a deficit.

Mr. Sweeney: This year they may.

Mr. Grande: Could we get that kind of information from you at your own speed? Could we get that information from you, over the past

five to six years, in terms of the deficits of the universities in Ontario?

Hon. Miss Stephenson: Yes. We can request that information from the universities.

Mr. Grande: Good. In view of what the minister was saying before about, "Thank God, back in 1971 the government did not act on the"—I believe you were referring to the iron cross—

Hon. Miss Stephenson: The Ring of Iron. The iron cross?

Mr. Grande: Whatever. The Ring of Iron report. You did not act on that.

Hon. Miss Stephenson: No. It was a report prepared by the Association of Professional Engineers of Ontario providing advice to universities, and the universities didn't follow it very carefully.

Mr. Grande: That's fine.

Are you saying that because of the megaprojects and the falling off of the plans of even last year that therefore it would not be wise to try to find out what would be the skilled labour needs of the province?

Hon. Miss Stephenson: No, I did not say that at all. I believe that although that activity is probably one of the most imprecise in which we can be involved at this point, we have a responsibility to attempt to become at least somewhat proficient in making some kinds of reasonable projections.

Having said that, however, I am not at all convinced that any jurisdiction, particularly provincial jurisdictions in Canada, should ever determine the numbers of places which would be available in universities, or necessarily even in the colleges, in order to try to meet those numbers which are set down because I know that the numbers are not going to be accurate, and you know that as well. The information should be available for students so that they can make the appropriate choices when they determine what their career plans are going to be.

Mr. Grande: If you make the labour market information and analysis done by the Ontario Ministry of Labour in November 1981—

Hon. Miss Stephenson: That was carried out by the Ontario Manpower Commission.

Mr. Grande: Yes, by the Ontario Manpower Commission from the Ministry of Labour in 1981. What point is it to give this information to the students when the information, as you say, depends on decisions that are made by the federal and provincial governments and the

private sector which will change from one month to the next? Depending on those changes and upon the assumptions on which this report was based, students can have wrong information.

Hon. Miss Stephenson: What you are saying, as I hear you, is that we should attempt to make specific projections about how many engineers, how many dentists, how many lawyers, how many teachers we are going to need, and we should never allow one additional student into those courses in order that we can meet those numbers on an annual basis. We do not live in that kind of society.

Mr. Grande: When did I say that?

Hon. Miss Stephenson: It sounds as though that is what you are saying. We do not live in that kind of society, and I don't think that any government should ever make that kind of decision for young people.

Mr. Allen: With all due respect, it is none the less possible to establish projections and accompany the projections with the kind of qualifications that a person wise in the affairs of that sector would caution one as to the effective use of those figures. One can presumably set up a cross-university system, monitoring how many people are going into a master of business administration program or so on, and at least indicate at what point it would appear that the market is likely to become saturated so that you don't just have individual students responding to gross figures and saying, "Hey, that's great. Computer scientists are really in, and we'll all flood in that direction". That would mean everyone making an individual decision without reference to the herd movement that is taking place at that particular moment.

Surely there are points at which administrations and the department together need to set up advisory storm signals, if you like, saying, "These programs are getting oversubscribed", as indeed they may well be in the computer field right now with the hundreds that are moving into the programs across the country.

That is not to talk in terms of a regimented society, is it? That is to talk in terms of using maximum information.

Hon. Miss Stephenson: No, no. I think that is what I was attempting to say. We have a responsibility to try to project those figures and certainly we have a responsibility to tell students what is required for effective functioning within that career choice so that they may pursue the appropriate undergraduate or grad-

uate program to do it. That is what we attempt to do now with Horizons.

Mr. Allen: Does the ministry in conjunction with the universities address the enrolment at the moment with respect to MBA programs, for example, and the industry's actual need?

Hon. Miss Stephenson: Yes, we talk about this with the Council of Ontario Universities with some regularity. Those representatives at COU are those who have the responsibility at the local level, at the institutional level, for making that kind of information available also.

5:40 p.m.

Mr. Allen: So optimum system enrolments are available to students?

Hon. Miss Stephenson: I do not think I would call them optimum system enrolments at this stage of the game simply because of the fact that business is not able to give us, at this point, the kinds of projections which could be considered even reasonable.

The activity which we have entered into with the Canadian Employment and Immigration Commission, for example, in terms of manpower projections on a national basis involving labour, management, federal and provincial governments, will hopefully lead us in the direction of developing some greater capacity to do this with a greater degree of accuracy than we can do it with right now.

Mr. Allen: You have to admit that if you have to rely upon individual student choices, there has to be the greatest or maximum amount of information available at all times.

Hon. Miss Stephenson: Yes, and our responsibility lies in providing the information.

Mr. Chairman: Shall we say thank you, Mr. Grande, and proceed with the next speaker?

Mr. Grande: Well, as soon as we get into the college areas, I would have some more to say. Thank you.

Mr. Chairman: With your cooperation, we may by Wednesday. Mr. Boudria. Thank you for your patience.

Mr. Boudria: I was not in any particular hurry. I do not even know whether it is the appropriate vote to ask questions on French-language post-secondary institutions. I was not here the day that you delivered your address to this committee, but I have gone over the text of it and I have noticed that it does not seem to form a very big part of what you had to say.

I would like to ask you one or two questions, Madam Minister. As you are probably aware,

the French-speaking community in Ontario has asked for several years now about the possibility of getting a homogeneous French university, a French-language institution. Has any of that been pursued as of late? I recognize, of course, that there are some three or four bilingual universities in Ontario—Laurentian, Ottawa, and is Hearst the other one?

Hon. Miss Stephenson: Yes. It is a homogeneous French-language institution, and there is also Glendon College. The new mandate for Glendon College, under the direction of its new president, is that it will provide not only the basis for francophones in southern Ontario, but it will also provide the basis for anglophones who become totally proficient in the French language and who wish to pursue a university educational program within the French language.

Mr. Boudria: I wrote you a letter a number of months ago, but unfortunately, I have not received an answer yet.

Hon. Miss Stephenson: About what?

Mr. Boudria: At the University of Ottawa, some student wrote to me and alleged that in the faculty of—

Hon. Miss Stephenson: Mr. Boudria, can I suggest to you that if it was related to a specific university, that question would be directed by me to the president of the university. The president can answer it; I cannot answer it.

Mr. Boudria: Yes, I recognize that. What I wanted to know is this. It has been alleged by some students at the University of Ottawa that although courses in nursing and possibly the same with other courses—maybe you can expand upon that for me—were taught in French and the exams were written in French, they were translated into English to be corrected.

Hon. Miss Stephenson: I cannot answer that.

Mr. Boudria: If that is the case, and if you could look into it, I would suggest that it could potentially affect the marking of those exams substantially. As you know, translation is not an exact science because no two languages are alike and there is not always even an equivalent. Our chairman would know that; he speaks many languages. It is sometimes difficult for translators, no matter how good they are, to do such a thing. If that practice is going on in the university, I do not think it should go on.

Hon. Miss Stephenson: First of all, I do not know that it is.

Mr. Boudria: The least that could be done is students should always be made aware of it

perhaps through something saying, "Note: you may write your exam in a language other than English but be aware that it will be translated in order to be corrected." I would suggest that that would serve to inform students that "Look, you are taking your chances by doing this." This is what I believe is going on with such a practice as some students in nursing at the University of Ottawa have informed me.

L'Association canadienne-française de l'Ontario has also talked about that in the past to the minister, and I do not think that translating something before correcting it is a very good policy.

Hon. Miss Stephenson: The policy would be established by the individual institution, and I have no knowledge that that institution in fact carries out that kind of practice. The request of such a question put to me would be referred directly to the president of the institution because he or she—we do not have any she's in the universities, which is not to the credit of the university system.

Mr. Sweeney: Scarborough College.

Hon. Miss Stephenson: Scarborough College, yes, which is a part of the University of Toronto. You are absolutely right. Scarborough College does have a female president.

But I do not know whether that is a policy or a practice which is carried on by the University of Ottawa. When you hear from Father Guindon, I will hear from Father Guindon, and then we will both know.

Mr. Boudria: In asking a hypothetical question, in assuming that those allegations made by l'Association canadienne-française de l'Ontario and that particular student are correct—

Hon. Miss Stephenson: Then we would make a suggestion that it was not an appropriate practice. But that is the limit of our capability in that area.

Mr. Boudria: You would make a suggestion?

Hon. Miss Stephenson: To the university that the practice is less than appropriate in that format. But I do not have any indication that that is the practice.

Mr. Boudria: It is important for me to find out that you do not approve of such a practice.

Hon. Miss Stephenson: Yes, I think it would be difficult for francophone students to write an examination and have it translated into English for marking. It would seem to me that the ability to provide the program in the French language would ensure that the ability to mark the

examination is also there in the French language. If it is not there, I would question the ability to provide the program.

Mr. Boudria: That has been questioned as well upon occasion, as you may be aware. But I am happy to note that you do not approve of such a practice, notwithstanding that you say you have not yet identified whether or not it has occurred.

Hon. Miss Stephenson: What I would say was that I would think it would be inappropriate because if it has the capacity to provide the program, there should be the capacity to mark the examinations.

Mr. Boudria: Thank you very much. That is all the questions I had on my topic.

Mr. Sweeney: I wonder if the minister can bring me up to date in the continuing saga of accreditation for the veterinary college at the University of Guelph. As the minister of course is aware, there has been some serious concern expressed by the accreditation board as to whether or not Guelph's veterinary college has the facilities—

Hon. Miss Stephenson: No, to my knowledge there has not been serious concern expressed by the accreditation board.

There was concern expressed by the faculty about this at one point related to the facilities at the University of Guelph, and we had asked specifically for Guelph's requests related to capital funding for the planned improvement of the facilities. It is my understanding that that list did come in and the capital request for the improvement of facilities, I believe, was either sixth or eighth on the list of the University of Guelph, so that is an assessment, I guess, made by the institution.

Mr. Sweeney: Is there not some kind of a time limit beyond which the veterinary college accreditation could be in jeopardy? I understood that there was a two- or three-year time limit. I am not exactly sure what it is.

Hon. Miss Stephenson: The year 1983 is the next accreditation. At the very worst, the very worst scenario would be provisional accreditation.

Mr. Sweeney: What does that mean in terms of the graduates of that college?

5:50 p.m.

Hon. Miss Stephenson: They are still accredited totally. I recall that one or two of our medical schools were on provisional accreditation for a period, until they pulled up their

socks. In those instances, it had nothing to do with the provision of facilities.

Mr. Sweeney: What role does the federal government play in the veterinary colleges?

Hon. Miss Stephenson: It supposedly plays a very significant role in supporting the veterinary colleges. There are, as you know, only three in Canada.

Mr. Sweeney: Are they talking about another one down in the Maritimes?

Hon. Miss Stephenson: They have been talking about it now, I believe, for one decade. Is it any closer to fruition? I do not know.

Mr. Sweeney: I doubt it.

Hon. Miss Stephenson: We shall see.

The University of Guelph, as you know, is required to reserve a specific number of places for students from the Maritimes and anglophone students from Quebec.

Mr. Sweeney: If I follow your comments, the only problem is one of accommodation?

Hon. Miss Stephenson: The clinical facilities problem is a matter of real concern. As a result of discussions we have had over the last couple of years with the clinical sciences groups from a number of institutions, the Ministry of Agriculture and Food has provided an additional funding mechanism. It is ongoing and decentralizes some of the clinical education programs in a very appropriate way for most of the graduates of the University of Guelph's faculty of veterinary science. That is now in place and will, I think, begin to have a beneficial effect within this year.

Mr. Sweeney: If the next accreditation is going to be in 1983—that is only next year—why would you put their capital needs down to seventh or eighth?

Hon. Miss Stephenson: I did not.

Mr. Sweeney: Who did then?

Hon. Miss Stephenson: It is a renovation of the main building, which is fifth on the University of Guelph's priority list. I do not prioritize them. The individual institutions do.

Mr. Sweeney: To what extent is the veterinary college a distinct unit within the University of Guelph? I know it is part of the university. To what extent can it be dealt with separately?

Hon. Miss Stephenson: It is dealt with separately in terms of support of its research program by the Ministry of Agriculture and Food, by the federal government and by other agen-

cies which contract for research there, such as the Ontario Jockey Club.

It is distinct in terms of the provision of its clinical program as established this year by the Ministry of Agriculture and Food. Almost \$2 million is provided annually to decentralize the clinical services and to provide for preceptorships for the students with various practising veterinarians in central Ontario to try to broaden their clinical experience in a more appropriate way.

Mr. Sweeney: Is this a co-op program?

Hon. Miss Stephenson: No. It is the same thing—

Mr. Sweeney: I do not understand the word "preceptorship."

Hon. Miss Stephenson: A preceptorship is a mechanism which has been in place for many years in medicine where the individual undergraduate student, for a period of his undergraduate experience, goes out to work within the facilities provided by a privately practising or group-practising physician. These physicians are selected as teachers within the program and the undergraduate is there under their supervision. They are preceptors or professors within that kind of program.

It has worked extremely successfully in medicine and is now being translated, if you like, into the veterinary science program at Guelph. This provides for greater accessibility to clinical services than the somewhat limited program the Guelph institution itself could provide.

Mr. Sweeney: If the minister decided that it was important to step up the capital needs of the veterinary college, what is your relationship with the priority list in the University of Guelph? How do you deal with that?

Hon. Miss Stephenson: We would have to do a fair amount of talking in order to juggle the university's priorities.

Mr. Allen: Does that not suggest the accreditation is on a questionable basis at the moment?

Hon. Miss Stephenson: No, it is not on a questionable basis at the moment.

Mr. Allen: I gather there is some reservation about the quality of the program in relation to the facilities that are necessary to support it.

Hon. Miss Stephenson: May I correct that? At this point, there is no question about the quality of the program being provided, but the faculty, and the clinical teachers specifically, have said they will not be able to provide all of the most esoteric program to all of the students unless

there is the additional phasing of the renovation and restructuring of the faculty of veterinary science.

Mr. Allen: In other words, the range of one of three veterinary colleges in Canada is significantly restricted by the difficulties the college has had at this point.

Hon. Miss Stephenson: Not at this point, no.

Mr. Allen: I thought that was what you just said.

Hon. Miss Stephenson: No, not at this point. They are projecting that it will be.

Mr. Allen: So the projective is enhancement, it is not—

Hon. Miss Stephenson: Yes.

Mr. Allen: If enhancement is required, that must mean bringing it up to a standard that is recognized in the world of veterinary science as pretty essential for their graduates. Is that correct?

Hon. Miss Stephenson: It is one of the factors that is essential, yes.

Mr. Allen: I simply want to suggest that if that kind of enhancement appears to be necessary to give those students the quality of education they require to move into their profession at an appropriate level, and if the capital expenditures in question are fifth down the line in Guelph's hierarchy of—

Hon. Miss Stephenson: I don't think I had better tell you what was first.

Mr. Allen: Well, that might or might not be helpful.

Hon. Miss Stephenson: It wouldn't be.

Mr. Allen: It suggests to me that in the estimates we are looking at, the grant for capital projects across the system of \$13.5 million—approximately half of what the Ontario Council on University Affairs was recommending—is really not adequate. Is that what Mr. Sweeney is getting at in his questioning? That to help fundamental programs—

Hon. Miss Stephenson: I would most sincerely like to see the capital grant allocation for universities increase significantly.

Mr. Chairman: Thank you, Mr. Allen. It is six o'clock. We have an hour and four minutes left. I think, for Wednesday on the rest of the votes. Shall item 1 of vote 3001 carry?

Vote 3001, item 1, agreed to.

Mr. Chairman: Tomorrow we will continue with Bill 138. Those members in the committee who are permanent stated here—

Mr. Grande: Make sure that's in Hansard. There was one vote against vote 3001, item 1.

Mr. Chairman: Let the record show there was one vote against. Identified?

Mr. Grande: Identified.

The committee adjourned at 5:59 p.m.

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Provincial support for universities. S-467

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From the Ministry of Colleges and Universities:

Cummins, R. L., Director, University Relations Branch

Fisher, Dr. H. K., Deputy Minister



Ontario LEGISLATIVE ASSEMBLY

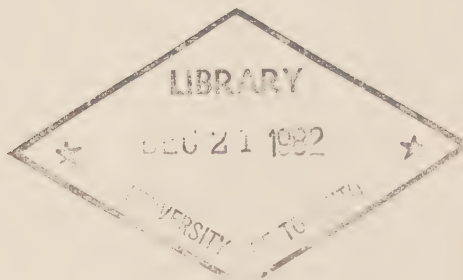
No. S-17

Legislature of Ontario Debates

Official Report (Hansard)

Standing Committee on Social Development

Estimates, Ministry of Colleges and Universities



Second Session, Thirty-Second Parliament

Wednesday, November 24, 1982

and

Monday, November 29, 1982

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Wednesday, November 24, 1982

The committee met at 2:10 p.m. in committee room 2.

ESTIMATES, MINISTRY OF COLLEGES AND UNIVERSITIES (continued)

On vote 3001, university support program:

Mr. Chairman: I see a quorum. We have one hour and four minutes remaining.

Hon. Miss Stephenson: Mr. Chairman, before we proceed this afternoon, I wonder if I might provide some additional information to the committee regarding a question raised by both Mr. Grande and Mr. Allen last Monday with relation to the paste-over paper in the frontispiece of the Anisef study.

This was done as a result of a request and some negotiation with Dr. Anisef. Dr. Anisef is writing a book, and since a significant amount of this information will become a part of the body of the book, I don't believe he was wildly enthusiastic about the possibility of free wide distribution of this report in the face of the cost of the book to potential buyers.

Therefore, we reached an agreement that we would publish 1,000 copies of the report for distribution, 900 of which have been distributed. Approximately 100 remain within the research branch of the Ministry of Colleges and Universities, available free to anyone who cares to write to the research branch to get a copy.

I would apologize because we should have put a little paste-over in the frontispiece saying that a limited number of free copies will be available to those who write to request them, instead of simply pasting over the other thing. That is the reason for that situation. There are some copies available now—not a large number, but some.

Mr. Grande: Could you give me the terms of that agreement? You did this favour to Paul Anisef. What did he do in return?

Hon. Miss Stephenson: I don't know that he did anything in return.

Mr. Grande: You said there was an agreement. When there is an agreement, there has to be some kind of a balance struck.

Hon. Miss Stephenson: Oh?

Mr. Wilson: There actually was a story behind that. I can give part of the story. If you want more, we'll have to get someone else, Mr. Grande. The report itself is more than was contracted by the ministry. The core on analysis by census track was what was contracted. Dr. Anisef chose to build more around it and submitted the entire report, including the core we had contracted for. Having done that extra work, I think he felt he had a right to insist upon publication under his own terms.

There was some negotiation around that. Technically, we contracted for, as I recall, the demographic analysis by census track. Some of the more detailed analysis he did was part of his taking the basic work and building it towards a publication of his own which will come out in hardback form very shortly. There was a provision of more than was contracted for in that report. Therefore, we felt, and he felt quite strongly, he had rights to publication.

Mr. Grande: Surely that's not one of the reasons why you're holding back on that report.

Hon. Miss Stephenson: We're not holding back on it if anybody wants it. We're not selling it through the bookstore as a result of an arrangement with Dr. Anisef. We're giving it away free in the limited numbers we have.

Mr. Grande: I don't mean holding back in terms of its publication and distribution so that people who may be interested in that kind of a report would be able to have access to it and buy it. What I mean is in terms of your reaction.

Hon. Miss Stephenson: No, that has nothing to do with it at all. It has been delivered, widely distributed, and when it was distributed we asked—

Mr. Grande: Nine hundred.

Hon. Miss Stephenson: Yes, 900.

Mr. Grande: That's not so wide. Nine hundred in the whole province is wide distribution?

Hon. Miss Stephenson: We didn't deliver it to every member of the Ontario Federation of Students, for example. We did deliver it to every university, every affiliated group of the Ontario Confederation of University Faculty Associa-

tions, to administrators and to a wide range of people. We felt there would be ample opportunity for sharing as well. We have asked specifically that those groups and individuals who are interested to respond to the Anisef report so we know what their responses to the contents of the report are. That is the process we're in at present.

Mr. Grande: Surely you are aware of the contents of that report and the recommendations.

Hon. Miss Stephenson: I am aware of the contents.

Mr. Grande: I said surely you are aware. I did not say you are not aware. You are aware of the contents of that report. Therefore, it would seem logical to me that as a ministry you would be zeroing in on the boards of education in Ontario that provide education from junior kindergarten to grade 13.

Hon. Miss Stephenson: It went to the Ontario Teachers' Federation, for example.

Mr. Grande: I'm not concerned about OTF, although they should have it. I'm talking about the boards of education and the implementation. That report said accessibility to post-secondary education is determined in those very primary years of a child's education. Therefore, it would seem to me that a good deal of information—not just that report but other kinds of information about the early childhood education and related material up to grades 4, 5 and 6—should be given to every teacher in the province. It should be provided to every teacher in Ontario individually.

Hon. Miss Stephenson: That's 80,000 copies, Mr. Grande. Do you have any idea of the cost of distribution of 80,000 copies of a report of that size?

Mr. Grande: Would it be too much to say that every principal in the schools in the educational system should have one?

Hon. Miss Stephenson: That's about 6,000, I would believe.

Mr. Grande: Those schools would have some direction. It's just like the Hall-Dennis report: Living and Learning. Every teacher in the system got a copy of the Hall-Dennis report.

Hon. Miss Stephenson: I wasn't aware of that. I was not in this activity when the Hall-Dennis report was delivered. I was merely a contributor.

Mr. Grande: I understand, I wasn't here either, but I was in the classroom and I know I got a copy for my classroom.

Mr. McClellan: Those were in the wild, profligate days of William Grenville Davis' Ministry of Education.

Hon. Miss Stephenson: As a result of the contract we had with Dr. Anisef, that chapter which was the meat of our contract is what we should be publishing and distributing. The remainder can be found in Dr. Anisef's book if that would be appropriate. If there is a means of ensuring that there is wider distribution within the elementary system, which is the area I think you're primarily concerned about, we will look at it.

I am not at all prepared to tell you that we will distribute 80,000 copies of this to every teacher in the province. I have a feeling Dr. Anisef would be absolutely apoplectic if we suggested this because they wanted to cut down a good deal on the—

Interjection: Then supply his book.

Mr. Grande: Come on.

Hon. Miss Stephenson: I'm telling you what we contracted for.

Mr. Grande: He's interested in dissemination of information more than that.

Hon. Miss Stephenson: At any rate, I have attempted to answer the question that was put. There was another question put which related to applications to colleges of applied arts and technology. The question that was put was whether there was a significant number of qualified students who are unable to be admitted to colleges of applied arts and technology this year. I think we should respond or the actual factual information should be delivered in this form.

In the technology programs in the colleges, in general, there are fewer qualified applicants than there are spaces for them. In the health programs, in general, there are more qualified applicants than there are spaces for them or even the permissible number in certain areas. In applied arts programs, in general, there are more qualified applicants than can be accommodated.

However, I wonder whether that should lead us to any kind of suggestion that there should be a major expansion in the applied arts area. Some program offerings should be expanded, but there are some that do not provide the opportunities for employment after graduation that perhaps 10 years ago they were thought might. Perhaps those should be reduced somewhat in order to overcome what appears to be an imbalance.

In business programs, in general, qualified applicants are being accommodated, although in some specialized programs there are sometimes more applicants than there are spaces. One of the difficulties is that at the college level many of the college programs are specific to an occupation and there is not the same kind of movement of students in terms of choice that there might be in other areas.

2:20 p.m.

Mr. Gillies: Madam Minister, it has been some months since I have given you my Brant county speech, so I think it is time to give it again.

Hon. Miss Stephenson: You are going to do the whole thing over?

Mr. Gillies: I will just highlight the points that may need reinforcement.

Mr. McClellan: Do not be intimidated.

Mr. Gillies: Madam Minister, we do have a problem in Brant county.

Hon. Miss Stephenson: Quite.

Mr. Gillies: You will be familiar with a report prepared by Mohawk College. Just to refresh your memory, we have an ad hoc committee in Brantford, consisting of the mayor, the federal member, Mr. Nixon and myself. We get together periodically on a very co-operative basis to go over problems and perceived problems in the community.

One of them, as we see it, is the availability of post-secondary opportunities in the Brant county area. Mohawk College, under Keith MacIntyre's direction, prepared a report which our committee has considered. There are some very startling facts in it that I would like to reinforce with you. We are convinced that the participation rate of young people in the post-secondary system in Brant county is definitely the lowest of any county or region in southern Ontario—possibly the lowest in the province.

Hon. Miss Stephenson: That is doubtful.

Mr. Gillies: We are very concerned as to why this may be. Historically, it can be argued that in order to make an adequate living and establish one's niche in life, it was not necessary for a young man in Brantford to have post-secondary education. Young people were coming out of high school and getting very well-paying jobs, either at Massey-Ferguson or Cockshutt's—it is White's now.

This went on for generations in certain families. There is nothing wrong with that. We are not saying that they should be compelled into a

post-secondary situation, which I am sure many of them did not want or need. However, that situation has changed and deteriorated as the economic situation has deteriorated. You can well imagine that a company such as White Farm Equipment is not hiring young people right now when, as of the day before yesterday, there were 259 working at that company. In normal or good times, there would be over 1,000 working. As long as that many workers are on layoff, obviously they are not hiring young people.

As a result, I have detected among the young people in my riding a growing interest and concern in further education. Training may be required in order for them to get anywhere. The study indicated that we had a low participation rate. I feel that this is very directly tied to the fact that Brantford has got to be the largest centre in the province that does not have either a university or the home campus of a community college.

We do have the Mohawk retraining college, Braneida campus, which serves its purpose, but it does not really provide a full slate of post-secondary courses. It is a retraining campus, and almost all of the spaces there are taken up with referrals from the Canada Manpower centre. So the young person has to go out of town to find a post-secondary opportunity—

Hon. Miss Stephenson: How far is it to Hamilton?

Mr. Gillies: It is about 20 to 25 miles to Hamilton; it is about 30 miles to Kitchener.

I do feel it is significant that the full-scale post-secondary course that is offered in Brantford, which is nursing, is horrendously oversubscribed; the participation rate of young people in Brant county in the nursing program is higher than the provincial average. At the same time, as I said before, the participation rate in other courses that are not available locally is much lower than average.

I do think it is significant that that particular course is offered within our community. The University of Western Ontario and McMaster University offer courses in Brantford at North Park Collegiate. But the point I am trying to make, and you have heard Mr. Nixon and I go on about this before, is that we need more opportunities, more places, more courses.

I know that the Mohawk College brief concentrated very heavily on the necessity, as they perceived it, of capital expenditure, of a new campus. I am not going to tell you that I fully support that concept. There is enough empty

space in Brantford right now that could easily be converted into classroom space. I have looked very carefully at Mohawk's proposal and I would be the last person to suggest to you that the ministry should spend \$7 million to build a new college. What I am saying is that the space is there, the need is there, if we only had the courses, the instructors.

I felt I had to say it again. I know that we went over this last year, but one of my very top priorities is that these opportunities be made available to the young people in my riding.

Mr. Chairman: So what is your question?

Mr. Gillies: The question is when?

Hon. Miss Stephenson: No, it is what.

Mr. Gillies: Maybe what.

Hon. Miss Stephenson: I think that one of the important factors one should remember in assessing the participation rate, for example, in the Mohawk School of Nursing, Brantford, is that the Brantford hospitals had always had very active training schools before educating nurses was made a community college responsibility.

There is no doubt that those training schools had been quite popular in the province. A relatively large number of young women from all parts of the province, not just southwestern Ontario, but northern and eastern Ontario, used to go to Brantford for nursing training, which was interesting, because its quality was very high. That popularity remains, and obviously remains the primary reason for the continuing participation rate in that nursing course, not just of young people in Brantford but from other areas of the province as well.

There are some colleges within the system that have examined their responsibility in a way which has expanded their horizons beyond the original sight of the college. They have moved deliberately to provide capability for post-secondary instruction or skills development instruction in various satellite campuses. There are some that have concentrated primarily on the single site.

I think two colleges relatively close together geographically in the Brantford area demonstrate that range of concept as far as their educational responsibility goes. One of the questions that I have asked is, if one college is not really interested in being as innovative and as imaginative in that expansion activity as another, should the catchment area of the one be modified in order to allow the other college to expand its activities in that area? I think that is being looked at right now because it is

important that there be program delivery which is reasonably accessible to all students in the province.

I know that one of the difficulties Mohawk has faced is that it believes the distance between Brantford and Hamilton is of such minimal significance that it should be possible for Brantford students to attend the Mohawk campus. I understand that rationale, but I think this matter has to be determined on the basis of what is available to us in terms of expansion and the kind of philosophy which guides and directs the concept of program expansion within the various colleges. This is a matter which is being examined, not just in the long range, but also in the short range.

Mr. Gillies: I appreciate that, Madam Minister. I do not dispute at all the availability of post-secondary opportunities in the area. If you go 30 miles down the road in just about any direction, you will find something. But I think it very important that in times like these when the unemployment rate is high, we keep in mind that many of the young people I am talking about would not get much, if any, parental contribution towards their education because there are so many people who are not working. While we may sit here and think, "Oh, they can still get something from the Ontario student assistance program and go to Trent to take this or go to Western to take that—"

2:30 p.m.

Hon. Miss Stephenson: They can get OSAP to go to Mohawk or Conestoga.

Mr. Gillies: Yes. As I say, in many cases that is possible, but it is difficult. I see it as a very high priority that we make the opportunities available as much as possible on a local basis. Any initiative that you and the ministry could devise to do that, whether it is involving Conestoga or perhaps enriching or encouraging the Mohawk program in one fashion or another, would be most welcome in the community.

I know that we missed the boat in the 1960s. I honestly cannot think of another city of 76,000 people in the province that does not have one or the other, a community college or a university.

Hon. Miss Stephenson: Or at least a campus of one.

Mr. Gillies: Certainly. As I said, I do not think that now is the time to redress that on a capital basis; I know that would be very difficult.

Hon. Miss Stephenson: There is another very real problem which is facing us, if there is any

validity at all to the David Foote projections related to the college system.

In his analysis of the effect of the decline in the traditional post-secondary age group, Dr. Foote has strongly suggested that the impact will be felt much more severely by the college system than by the university system. He has predicted enrolment declines by 1985-6 of—the extreme, I think, was close to 40 per cent, and it was 30-odd per cent in some of the colleges.

We have not seen that as yet, probably, as you have suggested, because of the economic downturn and probably because, as my predecessor once said, young people are relatively wise and have determined that a post-secondary education or skills development is a very real and meaningful alternative to unemployment. I think this is a fact of life which we have to accept.

Mr. Grande: More wise than the government, may I add.

Hon. Miss Stephenson: I am not sure that is so because my predecessor did work diligently to ensure that the system would be broadened sufficiently to encompass those young people, and we have been trying diligently to do that. We are not shrinking it at all. It is expanding dramatically.

Mr. Grande: You are rationalizing; that is the word you used.

Hon. Miss Stephenson: The college system? Yes, of course we are rationalizing the college system because it is necessary to ensure that its role is carried out: first, that it serves the students in fitting them for employment within the area at the site of the college or within the province or within Canada, but primarily within the area; second, that it serves the employers' requirements within that area; and, third, that it provides a solid educational training base for those young people and serves the community. Obviously that is being done.

Mr. Grande: Is it up to you to make those determinations?

Hon. Miss Stephenson: Yes.

Mr. Grande: Or is it up to the committees that are set up—

Hon. Miss Stephenson: The goals and objectives of the college system are very clearly stated. It is up to the boards of governors of each of the colleges to determine that they are meeting those goals and objectives on a regular basis.

Mr. Grande: You are doing it?

Hon. Miss Stephenson: I have asked them, and with some regularity, to re-examine their program offerings on a regular basis to make sure that those goals and objectives are being met. The colleges are doing that, and with some efficiency and effectiveness.

Mr. Gillies: I do not wish to draw it out. The bottom line is that I am not saying to you to come and build a great big college at Brantford because we have space.

Hon. Miss Stephenson: Yes.

Mr. Gillies: You do not need to build a machine shop in Brantford. We have got some of the biggest machine shops in the province sitting idle right now. What I am saying is that if we had the instructors, the program, and, where needed, the equipment, they could be put to the very best of use.

Hon. Miss Stephenson: Those initiatives are already under way through at least two channels.

Mr. Gillies: I know Mohawk is already involved, and the Brantford industrial training advisory committee is doing excellent work. Because I go to their graduation every year, I know the graduates of that program are getting jobs.

The expansion of program, as much as is possible, would be of tremendous benefit to my community.

Hon. Miss Stephenson: Yes.

Mr. Chairman: Mr. Gillies, do you have any questions on a specific item related to education?

Mr. Gillies: This was the item I was discussing, Mr. Chairman, the colleges vote.

Mr. Chairman: It seems that we have exhausted teacher education as an item.

Mr. Grande: Wait a minute.

Mr. Chairman: We seem to be dwelling on the second vote. I would like to follow some order.

Mr. Gillies: Mr. Chairman, I thought we were on vote 3002.

Mr. Chairman: We are still on the second item of the first vote, on which Mr. Grande was commenting. I wondered if there were any other questions or comments on item 2 of the first vote, teacher education?

Hon. Miss Stephenson: I regret that I deflected the discussion into the college system as a result of the question that was asked.

Mr. Gillies: My questions were definitely on colleges.

Mr. Chairman: Do you have any other questions on teacher education, Mr. Grande?

Mr. Grande: I thought that with the little time remaining we could talk about the college area since we are already on that.

Mr. Chairman: Why do we not just go through the first vote and then concentrate on colleges?

Mr. Conway: We have got all of 30 minutes left. Maybe we should lump the rest in together.

Mr. Chairman: Do you want to go through all of the votes?

Mr. Conway: Yes.

Mr. Chairman: All right.

Vote 3001 agreed to.

On vote 3002, college support program:

Mr. Grande: If I may, Mr. Chairman, I now have with me a report entitled, Task Force on College Growth. It is a draft report that was produced in October 1981. It is in a brown paper bag. I want to ask when is that report going to be printed? When is it going to be made public?

Hon. Miss Stephenson: That is only one part of a comprehensive assessment of the college system which is in process. That is one singular portion thereof. When it has all been completed, the final report will be made.

Mr. Grande: What totality are you talking about? Let me get this clear because I think you are talking about something else.

Hon. Miss Stephenson: No, I am not. We are doing a total assessment of the college system as a part of the post-secondary education area. I think I told you that, probably in August of last year. It is not as yet totally completed because it requires the participation of all of the colleges and encompasses a wide range of studies into the college system. That is one part of it.

Mr. Grande: What I have in front of me here—I do not seem to be able to find the place—talks about the fact that this draft report is completed with only the exception of the chapter on recommendations. That was the sole part missing out of this report.

Hon. Miss Stephenson: That is not a singular report. That is what I am trying to tell you.

Mr. Grande: Madam Minister, it says "Draft Copy of Task Force on College Growth, Ontario Colleges of Applied Arts and Technology." This is what I am talking about.

Hon. Miss Stephenson: Yes.

Mr. Grande: I am not talking about your wider report, which is ongoing forever and a day.

Hon. Miss Stephenson: No, it is not.

Mr. Grande: I am talking about this report that, as far as I knew, was ready to be printed by December or January. The chapter on the recommendations was completed. I received a copy of the recommendations, by the way. So you have the report all completed.

Hon. Miss Stephenson: No, we do not. I am trying to tell you, Mr. Grande, that two or three areas were being examined. One was the governance of the college system. Another was a task force, if you want to call it that, on productivity within the college system. The specific area of college growth was another part of it. All of these will come together as the totality of the assessment of the college system.

Mr. Grande: When will the totality be ready?

Hon. Miss Stephenson: I would like to make an optimistic projection that it will be ready early in the new year. I hope that will be so, but I am not going to tie life and limb to it.

Mr. Grande: You never do. This part I am referring to—

Hon. Miss Stephenson: Is a part of it.

Mr. Grande: That is ready?

Hon. Miss Stephenson: No.

2:40 p.m.

Mr. Grande: You sure are taking a long time. The particular report I mentioned to you talks about the number of applicants in the calendar year 1980 and that 15,000 students across Ontario did not find a place in the college system.

Hon. Miss Stephenson: You don't know that either.

Mr. Grande: The report I have in front of me states that the possibility of growth in our college system is much greater than that which had been anticipated.

Hon. Miss Stephenson: I just said that.

Mr. Grande: It talks about the real possibility that the underfunding of the college system is basically going to do it in. It states that back in 1971—I think it was a precedent at that particular time—the college system was receiving, on the average, \$428 more per student than it received in 1981, due to all kinds of factors, inflation, etc.

You admit that we have many more students and that the students are wise to the fact that they cannot find a job out there so they might as well have the time to prepare themselves with some skills for whenever the economy picks up. Then they will be ready to get into the job market. If these students flock to the colleges

and the colleges say to the students, "Sorry, we haven't got space for you"—This year, for example, Humber College's administration was saying it had more students than it knew where to put them.

As a matter of fact, they said that if every student enrolled at Humber came to the college on any one particular day, they would have nowhere to put them. They rely on a percentage of absenteeism on a daily basis. Some of the students at Humber were telling me that drafting boards had to be shared among students and there was a tremendous waste of students' time. They were telling me, in essence, that the quality of education in our college system is deteriorating very fast.

Hon. Miss Stephenson: You heard that from the president of Humber?

Mr. Grande: No, I heard that from the students. The administration at Humber told me they have more students than they have space available. I did not ask the president if the students were sharing drafting boards or sharing other kinds of things. I did not because I talked to the administration and then I talked to the students and then I talked to the staff.

Whether I went to Algonquin College, Centennial College, Fanshawe College or any college in the system—

Hon. Miss Stephenson: Northern College?

Mr. Grande: I did go to Northern.

Hon. Miss Stephenson: Sault College? Confederation College?

Mr. Grande: No, I didn't. At every college I went to, students and teachers and administration, strange as it may seem to you—and it seemed strange to me—said that whether it was the doubling of class size, the elimination of programs, the need to fire staff, the need to extend the school year or the fact they had outdated equipment—one college said it will take between \$12 million and \$15 million to update the equipment at that particular college.

Hon. Miss Stephenson: Tell me which college that was. I would love to know.

Mr. Grande: I'm going by memory.

Hon. Miss Stephenson: You're giving figures from memory too.

Mr. Grande: I think it was \$3 million to \$5 million, I am sorry.

Hon. Miss Stephenson: That is what I was going to say. I thought the figure was from memory as well.

Mr. Grande: It was \$3 million to \$5 million to update the equipment at one particular college. It was probably Centennial College that said that. In fact, the students there were complaining bitterly that they have a computer that uses a language that is about 10 or 15 years outdated in industry and that at that college the particular activity plan for the fiscal year 1982-83 was such that the numbers of hours of supervision of students in the field had to be cut back.

Hon. Miss Stephenson: Students in the field or in the classroom?

Mr. Grande: No, in the field. For the last year or six months, whatever, students go in the field and have an instructor who has to supervise them. The hours per instructor for supervision in the field was cut down by 50 per cent because that instructor was given added programs to teach. From eight hours it was cut down to four hours.

They are having terrible problems even knowing where the students are in the field, let alone providing any kind of supervision. If that is not the quality of education deteriorating, I don't know what deterioration of the quality of education is.

Everywhere I went they had their horror stories to tell. At Northern College, which you mentioned, the students had to make personal collections to buy tools for the computer terminals because they did not have enough computer terminals to go around.

Hon. Miss Stephenson: Last year? When was this?

Mr. Grande: It was this February or March.

Hon. Miss Stephenson: I am asking because in the last two years the Board of Industrial Leadership and Development has given the college system \$16 million specifically to provide that kind of equipment.

Mr. Grande: How many colleges do we have in the system?

Hon. Miss Stephenson: Twenty-two.

Mr. Grande: If Centennial tells me—and I have to believe them—that they require between \$3 million and \$5 million to update their own equipment at that particular college, I do not think Centennial—

Hon. Miss Stephenson: We will be glad to put Centennial in touch with Nabu Manufacturing Corp. which has evinced a real interest in providing the college system with machinery which it does not need any more.

Mr. Grande: Which they don't need?

Hon. Miss Stephenson: One of the strengths of the college system has been that the industrial area has been very co-operative in ensuring that the college system is provided with the kind of equipment which is appropriate for that industrial area's needs within the college that relates to it.

Mr. Grande: The point that was made over and over again in the five community colleges I went to visit—and I made sure that one of these community colleges was in a different region, not all grouped together here in Metropolitan Toronto or in southwestern Ontario or northwestern Ontario—was that the quality of education in the community colleges is deteriorating. That was made loud and clear. It is not just students or staff saying it; in many cases it is the administration that is saying it.

For example, at Algonquin, what do I hear? I heard—I guess from Mr. Humber—that the people at Algonquin had understood that by spending \$600,000 to set up high technology programs, the ministry would reimburse them for that \$600,000. What did they do? They said they took a gamble. I don't know whether they took a gamble or not, but Phil Killeen, who is the vice-president of academics at Algonquin, was saying that they had understood that that commitment by the ministry was hard and fast because the ministry wanted the colleges to get into the high tech areas.

Hon. Miss Stephenson: But there are some rules that have been followed in order to achieve that.

2:50 p.m.

Mr. Grande: All I am giving you is their impressions of what they understood. As a result of their impression that there was a commitment by the ministry, they found the \$600,000 to establish the programs in the high tech areas. However, in order to do that, they had to cut on a heck of a lot of things there—paper and pencils, as a matter of fact, they were saying. The ministry said, "No, we did not make this commitment. This \$600,000 was not a hard-and-fast commitment."

Hon. Miss Stephenson: It was, on the basis of the rules that were established, which the colleges knew about. If they didn't follow them, that is something over which I have no control.

Mr. Grande: Humber believes the programs are damned good and no impropriety has been committed by anyone. Your own ministry says that. I spent about an hour talking with the vice-president, Killeen, and he is a very intelli-

gent man. I don't know his administrative capacities but I would assume that his administrative capacities are such that he is doing the job.

They moved on, they found \$600,000, and whatever cutbacks that were incurred to find that \$600,000 took place to set up high tech programs about which this ministry, yourself and the Premier (Mr. Davis) over the years have said, "This is the direction in which we have to go." The federal government says, "This is the direction we have to go because that is where the shortages are." These people are setting up the programs and then they find themselves left high and dry.

Hon. Miss Stephenson: There is a weighting factor in the formula which specifically has supported in the last two years the development of new high technology programs. That weighting factor is known to the college system; it is known to them what that will engender. In addition to that, there is in the grant mechanism a formula for cyclical renewal of equipment, which is of the order of \$5 million in the past year. There was a 13.3 per cent increase in the operating grant; there was an additional \$12 million in capital which was not directed towards the building of new buildings but towards the maintenance and improvement of buildings in order to provide the facilities, plus an additional \$16 million over the past two years specifically for high technology equipment. I don't think there is any part of the system that has been treated quite as generously as the college system has within the last couple of years because we have tried very hard.

I know that there is a good deal of apprehension within the college system about the distribution method as a result of the new funding formula, but it was absolutely essential to phase in that new distribution model in order that such colleges as Northern, Confederation, Sault, Canadore, Lambton and others would not be jeopardized in terms not only of their continuing viability but their very existence, because they don't have the same kind of enrolment demands and because they do not have the opportunity to provide the total wide range of programs. That phase-in is now almost complete. It has one more year.

By the time we get to that, the large colleges, like Humber, Mohawk and Algonquin, I think will be a good deal more comfortable because the formula, which has been devised with the assistance and with the full co-operation of the college system, will then come into full play.

They understood those ground rules when we began.

Ms. Copp: If we only have a very brief period of time, I wondered if we might refer very briefly back to a comment the minister made earlier. She said in response to Mr. Grande's comment that the teachers, the students and the administrations found that there is difficulty but the employers didn't.

I wonder whether the minister might take a look at, in particular, a situation in my own area at Mohawk College not specifically relating to the high tech grants but in the area of the social sciences. They were forced to undergo a number of massive cutbacks in hours of instruction because of their financial situation. It has been my understanding this may have been rectified in the interim, but as a result of the cutback in hours, there were certain placements, i.e., employers who had been interested in taking on students in the past on a placement basis who did not want to take the students on because they felt that their preparation in the social sciences, in particular in social work and the day care area, was not adequate under the new classroom hours of instruction. That was a direct result of cutbacks the college was forced to undergo in order basically to survive under the system.

Hon. Miss Stephenson: Can you tell us which the agencies were because, to my knowledge, I have never received a letter about this. I have received no complaint from any agency or any other group. If the rate of employment of college graduates in 1981 was 91 per cent, and I am informed this year for some of the colleges it is 95 per cent, in spite of the economic downturn, then I really have to question whether indeed there was a—

Ms. Copp: What I was looking at, and I did meet with a group of students who were concerned about the issue, was not the rate of employment of graduates. They do encourage and administer placements during the course of studies. It was my understanding that some of the placements that had been available in previous years were reluctant to take some of the students who were undergoing the training because of the cutbacks, specifically in hours of classroom training.

Hon. Miss Stephenson: That has never been drawn to my attention. We will look into it.

Mr. Chairman: Mr. Grande, you have 15 more minutes or so, unless you want to share it with some other members of the committee.

Mr. Grande: Mr. Chairman, I realize that we won't have the time to deal adequately with this.

Mr. Chairman: We wouldn't want to have anyone monopolize the rest of the 15 minutes.

Mr. Grande: Do not say that I monopolize.

Mr. Chairman: May I ask if there is anybody else who would like to address or question the minister on these estimates? I'm sure Mr. Grande would be willing to share this since there are only 15 minutes left. Mr. Conway. Anybody else?

Mr. Grande: We will have other opportunities, I'm sure.

Mr. Chairman: We try to accommodate everyone and you're one of the most accommodating fellows that I know.

Mr. Grande: I'm not disagreeing with you.

Mr. Havrot: Fourteen minutes.

Mr. Conway: I was looking at, I presume, a relatively small item on vote 3002.

Hon. Miss Stephenson: A relatively small item. Which? Teacher education?

Mr. Conway: No. The appropriation to the Ontario Educational Communications Authority. Can you explain a little bit of the detail of that appropriation.

Hon. Miss Stephenson: It's a bipartite appropriation, one from the Ministry of Colleges and Universities and one from the Ministry of Education. The one from the Ministry of Education is of much greater significance in terms of dollars than that from Colleges and Universities, but it has been in support of the programming which OECA does in areas of general education which could be considered to be at the post-secondary level. A good deal of that activity has been carried out.

A part of that appropriation, I believe, if one could ever break it down in finite terms, was utilized by OECA in the production of a couple of interesting series of general educational significance, one by Jonathan Miller, *The Body in Question*, which was jointly produced by OECA plus, I believe, there was some private money in that as well. Also, there was *Fast Forward*, which is the one related to the application of high technology in our society.

It is on that basis that moneys are granted to OECA. It's just on general principle that this is a part of OECA's responsibility.

Mr. Conway: It's an ongoing appropriation? You don't need to allocate money to specific projects. The board makes its—

Hon. Miss Stephenson: There is discussion. There is a liaison committee which is in place and there is discussion. Ben Wilson is much more knowledgeable about this than I because I don't participate in those ongoing discussions with OECA.

3 p.m.

Mr. Conway: I don't want to make a great case of it.

Hon. Miss Stephenson: It isn't a federal case, it's an entirely provincial case, as you know.

Mr. Conway: In a way, it is a federal case because it seems to me you are doing things that in some ways were anticipated to be the province of the national broadcasting service.

Hon. Miss Stephenson: No. There is no question about that and you are as aware as I that one of the reasons for the development of this system of television broadcasting was the fact that the federal system was not doing the job.

Mr. Conway: I just wanted to say this, because it gives me an opportunity to indicate that I really am a great—

Hon. Miss Stephenson: Supporter?

Mr. Conway:—supporter of the Ontario Educational Communications Authority. Setting aside the jurisdictional problems, it speaks to a tragic failure in the Canadian Broadcasting Corp. It really does exceptionally good work. I suppose if I have a regret it's that just so many of the people I know and represent haven't a hope in hell of getting the service.

Hon. Miss Stephenson: Not even with a dish?

Mr. Conway: Not even with a dish. I just wanted to indicate that there are an awful lot of people out in the hinterland of eastern Ontario who know enough to know just how good a service it is and they are deeply embittered about the fact that they cannot now secure and apparently have no reasonable prospects of securing the service.

Hon. Miss Stephenson: That part of the responsibility related to OECA does not fall within our ambit at all.

Mr. Conway: It is the Ministry of Citizenship and Culture's.

I just wanted to indicate that I've seen some of the programming that I suspect you have funded and I think it's superb. The tragedy is, of course, that so many people who pay the freight can't take the ride.

Hon. Miss Stephenson: It is my understanding

that OECA and the other ministry are working diligently to resolve some of those problems.

Mr. Chairman: They are canvassing for membership, for sponsors.

Mr. Conway: I realize that, I have already sent my cheque. If not, it's on its way.

Mr. Chairman: Mr. Wilson, do you want to add anything to this?

Hon. Miss Stephenson: It's interesting that that campaign is apparently over target, even in the short period of time in which it was exercised. If there are any more contributions within the room we would urge you to provide them.

Mr. Conway: I want to reiterate this for the last time because I have some knowledge of the sway and influence that the present minister brings to the table of the cabinet room. Really, it is just very unfortunate that an awful lot of people whom I represent, people by the thousands, many of them in, for example, a community like Deep River, with a high scientific component, cannot get a service for which they would want me to applaud you for your initiative and for this kind of programming, as I am doing.

Hon. Miss Stephenson: I shall certainly bring it to the minister's attention.

Mr. Conway: I appreciate any support you can give because really it's an anomalous situation and it's very difficult to explain or to defend outside of the fiscal component, in which it's been put several times. I just wanted to invite you to do just what you've offered to do, which is to get our friend from Armourdale to speed up with Governor Bernier, or whomever else he might—

Hon. Miss Stephenson: I thought you were going to call him Premier Bernier.

Mr. Conway: No, north of the French River he's Governor Bernier—to make that service more widely available to people, particularly in rural and smaller communities where cable systems are just not feasible and are not going to be. That's all I wanted to say on that point.

Mr. Chairman: Is there anyone else? We will be going back to Mr. Grande for a closing statement and concluding remarks.

Mr. Conway: I have a few other points. I don't want to monopolize the time. How much time is left?

Mr. Chairman: Ten minutes. Why don't you take five and Mr. Grande will take the other five. Considering your eloquence, Mr. Conway, maybe you would like to conclude and make the final statement at the end.

Mr. Conway: I'll defer to Mr. Grande if he will leave me a few moments at the end.

Mr. Grande: Rather than saying back and forth, "You go," or, "I'll go," or whatever, let me do it.

Hon. Miss Stephenson: Alphonse and Gaston.

Mr. Grande: Let me ask this purely for information, because I don't even know whether it comes under this ministry, to be honest—Ontario career action program.

Hon. Miss Stephenson: Yes. It is another one of our great success stories.

Mr. Grande: Let me tell you about the success story. How much money are you putting into that program?

Hon. Miss Stephenson: I think it's \$16 million this year. It is significantly increased from last year.

Mr. Grande: Last year was—I'm sorry, I don't have the figures.

Hon. Miss Stephenson: Twelve million dollars. Two years before that, as you know, we extended the period of time.

Mr. Grande: The concern that I have, and I don't know if that \$4-million increase over this year is going to look after—

Hon. Miss Stephenson: I'm sorry, I have misled you because it was \$10.8 million in 1981-82 and \$14.8 million in 1982-83, so it's up \$4 million.

Mr. Chairman: Just a \$2 million mistake, that's all.

Hon. Miss Stephenson: No, it was a \$1.2-million mistake.

Mr. Chairman: Close enough.

Mr. Grande: The reason I asked this is that if there is any particular problem in the riding of Oakwood I hear about it is parents who are looking desperately for their sons to get involved in a particular kind of work, skill, etc. They ask what can be done. Usually what I do is I tell them about Ontario career action program.

Hon. Miss Stephenson: OCAP is a work experience program.

Mr. Grande: Yes, that's right. Usually I tell them about that.

Hon. Miss Stephenson: It is not one that we classify truly as a skills development program, if you want to make fine distinctions.

Mr. Grande: But if someone finds an employer, then what happens is that the employer is subsidized through OCAP.

Hon. Miss Stephenson: The employer applies, yes.

Mr. Grande: That's right. The information I have is that last year places such as St. Clair College in Windsor, Loyalist in Belleville, Mohawk in Hamilton, Sault in Sault Ste. Marie and Durham in Oshawa ran out of funds for that program very fast. I'm just wondering whether that increase is going to take a look at this.

Hon. Miss Stephenson: That's why we asked for it.

Mr. Grande: I'm not being critical at this point. We will have to await the results to see whether that increase has taken care of it. At one point, Mohawk in Hamilton had 100 employers and 100-plus applicants on their waiting lists for this program.

Hon. Miss Stephenson: When was that?

Mr. Grande: The information I have is dated. As I said, it was last year. It was December 8, 1981.

Hon. Miss Stephenson: We have increased 40 per cent since that time, so one would hope. At this point, to my knowledge, although I don't have a report as of today, I am not sure that we have a huge backlog; we still have some.

Mr. Grande: All I am saying is I certainly appreciate that increase of \$4 million or less in this area because I'm getting more and more concern from the riding of Oakwood about this kind of program than I've ever had in the past. That's what spurred me to take a look at the information available.

Last year it was pretty dismal in certain areas. I certainly hope the information on this year, when it comes in, is going to greatly improve.

Hon. Miss Stephenson: I think it would be safe to say that more employers are aware of OCAP than were in the past as a result of the activities of the college counselling areas and also as a result of the opening of the youth counselling areas, which come under Mr. Gillies' area of responsibility. Those centres are making young people aware of the existence of that program in a much broader way than they have been in the past.

Mr. Grande: I have already talked to Mr. Gillies about the counselling centre that opened on Eglinton Avenue in my riding just a few days ago. I have said to him already that we need more money; \$33,000 ain't gonna do it.

Hon. Miss Stephenson: It is in conjunction with—

Mr. Grande: Five thousand dollars from the municipality.

3:10 p.m.

Mr. Gillies: Well, let's see how it operates the first year.

Just a very brief point, and I'm not saying it to be smart or anything, but I can honestly say I've never had a complaint at the youth secretariat about OCAP. It just seems to be one program that has almost universal acceptance.

Hon. Miss Stephenson: It has a 75 per cent success rate.

Mr. Gillies: So I'm very interested, and I'm sure the minister is, that you perceive some problems with it.

Hon. Miss Stephenson: It's so good that the feds have been stealing away at it. They might even consider functioning with us in that area, which would be interesting.

Mr. Gillies: We hope it will be lucrative.

Mr. Chairman: Mr. Conway, would you like to conclude with any remarks, if Mr. Grande permits.

Mr. Grande: I certainly permit. Go ahead.

Mr. Conway: The member for Oakwood is always such a co-operative and indulgent fellow and with the Minister of Health (Mr. Grossman) about to come in and hold forth, I won't keep the members for Hamilton West (Mr. Allen) and Bellwoods (Mr. McClellan) unduly.

First of all, I want to express a little bit of regret with the timetabling of these estimates

because it has been difficult for some of us to be here for all of the time, and I regret that.

Hon. Miss Stephenson: May I say that the ministry has not imposed any kind of framework on the timetabling.

Mr. Conway: No, I don't mean to suggest that you have at all; it is just the workings of this place. I've got some pretty strong and not particularly—

Mr. McClellan: Mr. Chairman, I really regret having to do this, but I have to call a quorum. I don't see a quorum.

The committee recessed at 3:14 p.m.

3:21 p.m.

Mr. Chairman: More than four minutes have expired. The meeting of this committee is adjourned for the day with approximately three minutes left on the estimates. Thank you, Madam Minister, and my apologies.

Hon. Miss Stephenson: Does that mean that we have to reappear on Monday?

Mr. Chairman: We have to vote on the estimates; we haven't voted on them.

Hon. Miss Stephenson: We haven't voted anything.

Mr. Runciman: Can the minister only appear, rather than all her staff?

Mr. Chairman: Yes, sure. The meeting is adjourned.

The committee adjourned at 3:22 p.m.

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Shymko, Y. R.; Chairman (High Park-Swansea PC)

Stephenson, Hon. B. M.; Minister of Education and Minister of Colleges and Universities

From the Ministry of Colleges and Universities:

Wilson, B. A., Assistant Deputy Minister, Colleges and Universities Division

LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Monday, November 29, 1982

The committee met at 3:42 p.m. in room 151.

ESTIMATES, MINISTRY OF COLLEGES AND UNIVERSITIES

(concluded)

On vote 3001, university support program;
item 2, teacher education:

Mr. Chairman: I see a quorum. The meeting
will come to order. We have four minutes left on
the estimates.

Hon. Miss Stephenson: Two?

Mr. Chairman: Whatever. Let's say three
minutes. My apologies, Mr. Allen. You proba-
bly had other questions to ask, but the time has
pretty well expired. We will begin on the first
vote. That's where we started and we never
continued. On the first vote, item 1 was carried.

Item 2 agreed to.

Item 3 agreed to.

Vote 3001 agreed to.

Mr. Breithaupt: I think we could pass the
votes in their entirety in the circumstances,
since there just is a minute left.

Votes 3002 to 3004, inclusive, agreed to.

Mr. Chairman: This completes consideration
of the estimates of the Ministry of Colleges and
Universities.

Thank you, Madam Minister, for your time.

Hon. Miss Stephenson: Thank you, Mr.
Chairman. I am delighted that in spite of the
pre-adolescent games that were carried out last
week that we finally got them finished.

The committee moved to other business at
3:45 p.m.

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Ontario. LEGISLATIVE ASSEMBLY

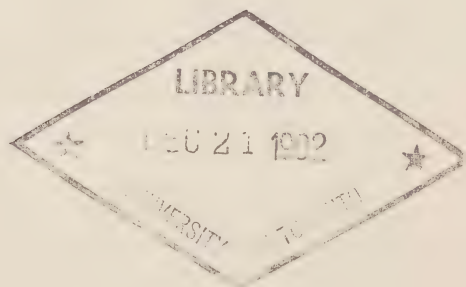
No. S-18

Legislature of Ontario Debates

Official Report (Hansard)

Standing Committee on Social Development

Estimates, Ministry of Health



Second Session, Thirty-Second Parliament

Tuesday, November 30, 1982

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, November 30, 1982

The committee met at 3:54 p.m. in room 151.

ESTIMATES, MINISTRY OF HEALTH

Mr. Chairman: I see a quorum. You have before you a briefing book of the estimates of the Ministry of Health. We have a total of 23 hours on your estimates, Mr. Minister.

Hon. Mr. Grossman: Yes.

Mr. Chairman: Our apologies that circumstances were such that we could not begin on Monday as planned. If I could have the members' attention, I will ask the minister to make his introductory statement.

Mr. Kells, I know you are eagerly awaiting the minister's statement on the estimates.

Mr. Kells: Better his than yours.

Mr. Chairman: Unless there are surprises, we will be dealing with the estimates for the next 23 hours; I hope for two weeks.

Hon. Mr. Grossman: I am willing to do it right now if you want to sit until morning.

Mr. McClellan: I always like to follow along these marathon speeches with a text.

Mr. Chairman: It is coming up. Apparently copies are being made.

Mr. Sheppard: If the minister speaks for 22 hours we will not have any time for questions.

Hon. Mr. Grossman: I will try to cut it down to 20 in order to accommodate you. I knew members of the committee, particularly the member for Bellwoods, would want a personal copy to take home.

Mr. Chairman: You may want to compete with the Minister of Agriculture and Food (Mr. Timbrell).

Mr. McClellan: They came in a number of different colours.

Hon. Mr. Grossman: Before I begin reading the prepared remarks which have been distributed, I would like to indicate that I plan, during these estimates, to continue the practice I have always carried in my two previous portfolios, of listening intently during estimates and learning what I can from the members of the committee. We will try to be open to suggestions and willing

to make appropriate changes in policy if such should become evident during the course of these deliberations. We will carefully consider the points that are raised.

I hope members of the committee, having just completed a lengthy and very good exercise on Bill 138, will know that our ministry is always prepared to listen to and accept reasonable suggestions. Let Hansard record that the chairman and the member for Brantford (Mr. Gillies) are beginning the Health estimates by having a cigarette.

Mr. Chairman: And offering one to the minister.

Hon. Mr. Grossman: No, thank you.

I am pleased to present the estimates of the Ministry of Health for the fiscal year 1982-83. Any discussion of our health care system should begin with a description of its magnitude and scope.

The 1982-83 budget of the Ministry of Health totals \$6,579,000,000. In relation to all activities of the provincial government, health care represents 29 per cent of the total 1982-83 estimated expenditures of \$22,777,000,000.

Mr. Chairman: The minister isn't bothered by smoke, is he?

Hon. Mr. Grossman: I am indeed.

Mr. Chairman: I will start chewing it next time.

Hon. Mr. Grossman: By comparison, the education field is accounting for estimated expenditures in 1982-83 of 22.7 per cent of the total budget, while the entire resources policy field accounted for 18.1 per cent of the budget. As you can see, health care is, by far, our most costly area of government.

To give members a sense of the impact of this system on both the economy and employment, I would point out that the total employment in the health care sector in Ontario is estimated at more than 130,000 people. The Ministry of Health itself employs 10,781 classified employees and we have 230 public hospitals and 10 provincial psychiatric hospitals in Ontario.

The major components that go to make up the total health estimates in 1982-83 are: pay-

ments to physicians and practitioners, which account for \$1,796,000,000; public hospitals, which account for \$3,206,000,000; and other expenditures, taking in extended care, Ontario drug benefits and clinical education costs, which total \$1,577,000,000.

Within the whole institutional system, we fund many thousands of beds in various categories of care. As my friend the member for Bellwoods knows, as of March 31, 1982, we had 36,646 acute care hospital beds, 12,869 chronic care hospital beds, 28,686 nursing home beds and 12,911 nursing home beds in homes for the aged.

In the past three years alone, the cost of the health care system has grown by an average 15.5 per cent per year, while the population growth has been an average of less than one per cent per year.

Mr. McClellan: I would be happy to have the figures as of August 31.

Hon. Mr. Grossman: Later I will give you the figures as of December 1; Hanukkah.

There are many pressures on the system which could cause it to grow even larger. For example, we face continuing population growth, estimated at 0.6 per cent in 1982-83. This year, we face an increase of 1.8 per cent in the services delivered per physician. In addition, the number of physicians is expected to rise by 2.5 per cent. Consequently, we are expecting a 4.3 per cent rise annually in the volume of Ontario health insurance plan payments.

Some services that must grow to meet demands include home care, the funding of assistive devices, community-based services and additional programs to further health care and disease prevention.

4 p.m.

The application of high technology to medical care is another growing area that will continue to have significant effects on future health care spending. For the benefit of the members of this committee, I would like to take a closer look at three areas that demonstrate how growth pressures will affect the major components of the system in the future.

Hospital funding has increased from \$2.1 billion in 1981-82 to an estimated \$3.3 billion this year because of hospital spending levels related to work load increases; negotiated increases in staff salaries and wages; the growth of high technology in medicine and management systems; and an increase in the numbers of physicians.

OHIP's budget has increased from \$1.8 billion in 1981-82 to an estimated \$2 billion this year because of the fee increases negotiated with physicians; the increase in the supply of physicians; and the increase in the use of physicians' services.

Other expenditures have increased in the fiscal year 1982-83 because of the expansion of our chronic home care program; the initiation of children's assistive devices programs; hospital capital costs; and the costs of community mental health programs.

If one looks simply at one major growth pressure, the elderly, it can be seen that their impact on the health care system in the future could be enormous. Today, the elderly make up only 10 per cent of the population of Ontario, yet services for them consume 35 per cent of the ministry's budget. By the year 2001, senior citizens will make up about 14 per cent of our population, with potential for a very significant increase in health care costs.

As the pressures for growth increase, the funds available to meet those pressures may not keep pace. Not only have we shared with the rest of the western world the economic misfortunes of the past several years, we have suffered heavy cuts in transfer payments from the federal government.

When health care absorbs such a large proportion of governmental expenditures, it cannot escape the consequences of the \$1.9-billion cut recently made by the federal government in the revenue guarantees under the Established Programs Financing Act.

As all members are aware, health care financing must also compete within government, and within society itself, with a number of other legitimate demands, such as housing, transportation, education, social service needs and environmental concerns. Resources are finite and it is crucial that we do a better job with the resources available to us. The sheer size of the health care system turns that simple statement into a monumental challenge, but one that must be met.

As I see it, the fundamental problem is that while the system is meeting many of the needs of the people in Ontario, it is often doing so more in spite of, rather than because of, the way it has evolved. It began many generations ago with an orientation toward institutional setting for the treatment of disease. Times have changed, and so have society's customs and needs, but the system, in that respect, has not changed as much as we would like. The prospect of an

unmanageable and unaffordable system in the 1990s is beginning to loom on the horizon.

We still see some hospitals spending beyond their budgets. We hear repeated and often legitimate expressions of dissatisfaction and frustration from physicians. As subscribers and taxpayers, we find ourselves supporting a medical and hospital system that bears with it a substantial, and increasing, financial burden.

It is difficult, time-consuming and demanding to develop a rational, long-term strategy in a situation where society has failed to reach a consensus on what must be done to ensure the proper evolution of our health care system.

Later in this discussion I will detail a number of possible options, but I want to mention some now briefly to provide a sketch of their range. For instance, there are less costly methods of delivering health care in some areas and these methods are indistinguishable in their effect on health outcomes. We should find incentives which encourage these kinds of alternatives.

In general, research and development can provide us with new ways of delivering health care and of providing medical help. We can find many opportunities, particularly in the hospital field, to rationalize services to eliminate unnecessary duplication as well as waste.

Preventive health programs could be stepped up to assist the members of the public to take more responsibility for their own health and wellbeing. This area of prevention and education offers us one of our best chances of developing a truly healthier public while containing our health care costs.

All of these options, and many others, are being explored and we will consider some of them in more detail during the course of this presentation.

Since coming to the Ministry of Health, might I say that I've been impressed by the reservoir of creative talent throughout the system, including my own ministry. As I mentioned earlier, we have in place now what is in my view the best health care system in the world. It has evolved over the years through a consensus among providers, consumers and government. Today it is our responsibility to move that system forward, to improve upon it where we can, to rationalize it, to modernize it and to readjust our priorities.

To accomplish that goal we must develop a consensus among the providers of care, the institutions that have been created, and with the public at large.

Reorganization: Internally, my deputy, Gra-

ham Scott, sitting to my left, has just completed a major ministry reorganization. Beginning in February with a realignment of duties among the assistant deputy ministers, the ministry effected a reorganization that was designed to meet the current priorities in health services.

Dr. Allan Dyer was appointed associate deputy minister of health, to concentrate on the public hospitals, laboratories and emergency health services.

To provide a single focus for both community and institutional services for the mentally ill, responsibility for the entire mental health program was assigned to Assistant Deputy Minister Dr. Boyd Suttie.

Mr. Darwin Kealey returned from a secondment in Ottawa to become ADM for community liaison and corporate resources, to co-ordinate and enhance the local planning process and the internal information systems that are the basis for long-range planning in the ministry.

In September, in order to continue to meet the broad organizational objectives of the ministry, several additional executive reassignments were announced.

In keeping with my interest in mental health services as a priority area, a new mental health division was established, with two new branches, mental health operations and mental health planning. David Corder, formerly executive director of the district health council program, has been appointed executive director of mental health, bringing his unique experience in local planning to an area that must increasingly involve communities in the delivery of health services. Giah Eisenstein, an area planning co-ordinator from the district health council program, became the director of the mental health operations branch, and will assist Mr. Corder in co-ordinating and directing the activities of provincial psychiatric hospitals and supporting community psychiatric hospitals and adult community mental health programs.

The vacancies in the DHC program and the new positions in mental health planning will be filled as soon as possible.

To provide the corporate group with a focus for co-ordinating major policy directions which have ministry-wide impact we appointed Glen Heagle, formerly of the Ministry of Community and Social Services, and cabinet office, to become executive co-ordinator of special corporate projects.

The policy development branch and the strategic research and manpower planning branch

have been combined to create the new policy analysis and research branch, under the direction of Dr. Eugene LeBlanc. This streamlining will ensure an integration of short and long-term planning proposals with the medical manpower objectives and the research initiatives.

Similarly, the functions and staff of the program advisory branch were redistributed through the ministry to provide several program managers with dedicated staff expertise in the areas of professional consultation and project management.

Dr. Gerry Gold, formerly director of the program advisory branch, has been assigned to direct the special study on health service patterns with the new policy analysis and research branch, a task that is essential to the ministry's goal of achieving more effective mechanisms for patient care.

David Bogart, formerly director of policy development, has been appointed as the director of the fiscal resources branch in an executive rotation designed to improve the ministry's ability to bring a policy perspective to the area of financial planning.

Randy Reid, who was director of the fiscal resources branch and who played a key role in the development of BOND, the business-oriented new development program, has been appointed executive director of the institutional services division, where he will further refine and implement strategies to control the cost of institutional care in the province.

4:10 p.m.

To assist him in this undertaking, Andy Boehm, formerly director of the institutional operations branch, has been assigned to the executive director's immediate staff for the purpose of planning a new comprehensive audit program for hospitals and nursing homes. Malcolm Walker, formerly a consultant with the institutional division, has been named acting director of the institutional operations branch.

Another initiative is the amalgamation of the management planning and development program within the human resources branch. This will help to avoid any duplication of effort and provides increased organizational resources to achieve the developmental potential of ministry staff.

Overall, we achieved several important goals with this reorganization: integration of both community and institutional services for the mentally ill; establishment of a systematic process for policy development that provides for a thorough and co-ordinated approach to long-

range planning and policy direction; integration of technical and professional expertise within program management areas to facilitate information sharing and expand the range of resources available to managers; reassignment of individual executives to positions where priority activities require specialized skills; streamlining of the ministry's support services to staff and managers in the areas of management planning and development; and, finally, increased emphasis on financial controls and data collection related to the institutional sector.

With these organizational changes I believe we are better positioned to meet the challenges and changing circumstances in our health care system.

The new Canada health act: Changes which are now occurring in the health care system are not restricted to demographics, to health care providers, or to my ministry. Because health care represents a cornerstone of our society, changes in health care will require adjustments by all levels of government. The question becomes: can the various levels of government come to basic agreement on what these adjustments should be and how to carry them out?

The provincial health ministers met this fall to discuss a variety of common concerns, but the central issue was the government of Canada's proposed Canada health act. Let me offer a chronology of the events that brought the proposed federal legislation to this point, because I know this issue will be of great interest to the members of this committee.

You will recall that in November 1981 the federal government proposed in its budget that the national standards for health care be clarified and that a mechanism to ensure their maintenance be developed. The federal government stated then that it would develop this mechanism in consultation with the provinces and would incorporate it in new legislation, the Canada health act, by March 1983.

In May this year, the federal Minister of National Health and Welfare, the Honourable Monique Bégin, outlined the federal proposal on national standards for insured health care and for the new health act. I would like to examine briefly, for the benefit of this committee, a few of the specific areas in which the federal government has expressed concern. These are:

Universality: The federal government now wishes this province to report that coverage is available to all Ontario residents. In Ontario, this coverage effectively exists already. We do

not believe that our system of premium payment impedes accessibility.

Comprehensiveness: In this area, the federal government at first demanded unacceptable rights to dictate to the provinces which types of programs would be insured as health services and how they would be delivered. These early demands have since been reduced substantially to a point where future discussions will probably result in agreement.

Accessibility: We can find agreement here with the federal position that guidelines are needed to ensure all residents of Canada are entitled to a certain standard of health-related services. Ontario has always accepted and practised the principle of accessibility to adequate health services for everyone.

Extra billing: This is another area where the provincial government must remain the principal arbiter. Perhaps this area could involve individual agreements between provinces and the federal government, but this sort of negotiation is one requiring much further work, study and consultation with the health care providers themselves. For us it is redundant for the federal government to insist this practice be kept under control because we already keep it under close scrutiny in Ontario.

Mr. McClellan: There is a difference between control and scrutiny.

Hon. Mr. Grossman: Not with us.

Mr. McClellan: We will discuss it.

Hon. Mr. Grossman: We scrutinize it to see if it needs to be controlled, and we control it to see if it needs to be scrutinized.

Mr. McClellan: Right.

Hon. Mr. Grossman: In August, the federal government released a working draft of more detailed descriptions of the minister's proposals. In September, the federal government released a revised version of the working papers. The latest revision incorporated many of the concerns the provinces had expressed earlier in the summer and at our main meeting with Mme Bégin.

Ontario has no fundamental objections to the basic principles behind the current federal proposals. I believe the federal health minister is well intentioned and has made some valid observations in her statements.

Mr. McClellan: "Current" is underlined.

Hon. Mr. Grossman: It is in my copy, too.

Mr. McClellan: I hope you'll tell us what the current principles are.

Hon. Mr. Grossman: We will.

I believe also that in the 10 months following the November 1981 budget and in the four months since Mme Bégin's statement, the federal government has indicated significant changes in certain proposals in response to provincial concerns. However, like my fellow health ministers I seriously question the need for the Canada health act at this time, particularly when other areas of national concern seem to me to be of far more pressing urgency for the federal government.

It is my feeling that any difficulties that do exist in the delivery of medicare must be resolved at the provincial level. The provinces are all agreed that we must maintain the necessary flexibility in service delivery and program design to respond to our own circumstances. I feel the federal minister now shares this realization and I am optimistic that the provinces and the federal government will be able to agree on the adjustments all of us will have to make.

While I do not think there are major problems of a national character in the delivery of health care, I do believe the issue of health care financing must be settled quickly between the provinces and Ottawa.

The provincial health ministers' recent statement issued in Vancouver centred on the "sudden and recent fiscal transfer reductions from the federal government" as being the single problem that should be addressed on a national scale. This issue, of course, is the elimination of revenue guarantees in the Established Programs Financing Act.

My colleague, the Honourable James Nielsen, Minister of Health for British Columbia and the chairman of the Vancouver conference, presented Mme Bégin at our last meeting with this message:

1. That the provinces must maintain the necessary flexibility in service delivery and program design to respond to local conditions;
2. That any proposal by the federal government for expansion of programs of insured services must be matched by appropriate federal funding;
3. That the provinces will oppose any attempt by the federal government to infringe upon the provincial right and responsibility to administer provincial health care programs; and,
4. That there are a number of ways the provinces can raise revenue in order to fund their health care programs and that the choice

of methods for financing provincial health programs is a provincial responsibility.

Mr. Nielsen has asked for a continuation of the discussions on the Canada health act. I believe this is the appropriate course of action, because I think our discussions over the past year have been productive. I think a continuation of these talks holds potential for even more progress, because, in truth, while some disagreements have been resolved there are some major areas of disagreement remaining and I hope common sense discussions can resolve most of them.

For example, we find suggestions that Ottawa will use financing mechanisms to enforce its demands on the provinces as being unnecessary and provocative. In summary, Mr. Chairman, I hope we are beginning to see a shift by the federal government towards an understanding of the provincial position in health care supervision.

Ontario has suggested that these financial issues be referred to our treasury and financial officials, but so far the federal government shows no sign of being willing to discuss these financial matters with provincial experts. That is unfortunate, but I can only hope their position will change over time so we can get on with the task of properly funding and advancing our health care system.

4:20 p.m.

Health care at the crossroads: Over the next few years, we must try to develop an overall health care strategy for this province, regardless of what the federal government might do. Any successful enterprise, whether it is a large corporation in the private sector or a major government agency, knows that its ability to succeed depends, in a significant way, upon the time and attention devoted to planning.

Health care in this province is very big business. Every dollar we spend today has implications for the system five, 10 or 20 years down the road. If we do not make a concerted effort to direct the future, then the health care system has every potential to control us, rather than we controlling it. Health care in Ontario currently consumes about 30 per cent of the entire provincial budget; over \$6 billion a year. That means we are spending more than \$18 million on health care every day.

In the past five years, the Ministry of Health expenditures on health care in Ontario have risen by 74 per cent. If that rate of increase were to continue, in another five years health care spending in Ontario would amount to \$4,500 a

year for a family of four. That, I submit, would make health care costs intolerable.

Today we do stand at a crossroads. Long-range planning is therefore under way, as is the identification of new policy options that must be made. Today we are facing many stresses that could threaten the quality of care at a time when our financial resources are levelling out. To cope with these realities, the entire health care system will have to be better and more innovative in its approaches. The way we do things must be subject to careful scrutiny.

To plan properly, we need the input and support from all health care professionals to provide us with the basis upon which we can build a framework that will give us direction on where and how we are to proceed over the longer term.

As we set out on this task, we are committed to a set of basic principles, including the following:

That our health care system must remain one of the best in the world;

that our resources must be used as efficiently as possible;

that we must ensure access to health care services for all Ontario residents in every part of the province;

that we must also ensure continued access to service for all, regardless of the ability of individuals to pay; and

that we must encourage in everyone a continuing awareness of and responsibility for, personal health.

The health care system contains numerous elements, and each of them presents us with a formidable task of evaluation, rationalization and improvement. For example, is there any social utility in tolerating a system which permits hospitals to add programs and staff if that only results in duplication of services already being adequately provided by another nearby hospital?

Is it time to look seriously at the option for hospitals to meet their demand for services, such as elective surgery, by operating on a seven-day week basis rather than the four- or five-day week which is now normal in many facilities? Can we accept a hospital overspending at the expense of the rest of the health care system?

By the same token, should we be re-examining our own method of funding hospitals? Should we be considering reimbursing hospitals on their type of case load, rather than on a global budget basis? What should be done about the increasing numbers of physicians, particularly

specialists, relative to the population? Have we too many elderly patients in institutions who could be receiving more appropriate and possibly less costly care at home?

How do we encourage more actively the establishment of placement co-ordination services, to help place individuals in the most appropriate facilities? To what extent can the medical profession help us control the duplication of high-technology procedures and devices? Must every new program be an add-on? Can tradeoffs help fund expansion or change?

These are some fairly tough questions which I think require our serious consideration. First, the growing number of physicians in our society has created a problem. In 1974, the government adopted a physician-to-population ratio of one doctor for every 585 persons. That is a ratio that provides each person in the province with appropriate access to medical care based upon internationally recognized standards.

If the number of medical practitioners in Ontario keeps increasing, we could reach a physician-to-population ratio of about one to 498 by the end of the century. That would create an intolerable burden on the system's overall costs, without a consequent measurable impact on individual health care.

A second problem area is mental health. The issues here have been brought on by a number of factors and are not unique to Ontario. Deinstitutionalization of the mentally ill has created problems throughout North America. This has been made possible by quite remarkable scientific advances in the control and treatment of mental illness.

Unfortunately, public attitudes and the development of social services have not kept pace with the advances of medicine in this area. Consequently legislation, the medical profession, health care workers, and the entire mental health care system must be reshaped to meet this particularly urgent challenge.

I believe we can develop a more effective mental health care system through careful co-ordination of services by my ministry, by other ministries and by social service agencies.

A third example is the day hospital concept for the elderly. It is one of the more innovative new ideas in the health care system. There are 15 day hospital programs in the province, which should not be confused with the better-known day surgery programs, now in operation at public hospitals across the province.

In a typical day hospital program, an elderly patient can receive physiotherapy and nursing

care as well as participate in social programs on a daily basis for two or three days of the week without being admitted to the hospital for overnight stays.

These are just three examples of the kinds of issues and programs that present us with a real opportunity to reduce demand on hospital accommodations. Policies that will encourage their growth are now in development in the ministry.

There are many other basic questions to be asked about the place health care should occupy in government programs and projects. Some of them are:

- Whether the role of primary health care should have a higher priority in the future;

- how we can encourage the public as consumers to be more frugal or selective in their personal use of costly health resources;

- how we can address the urgent needs of the mentally ill and provide the needed aftercare programs;

- how we can reorder our health care priorities and services to the elderly to provide a healthier, more dignified existence for our senior citizens;

- whether we can focus our spending on medical and health care research to achieve maximum benefits for our population and for the health care system itself;

- whether there are more effective vehicles for health promotion which would encourage greater self-responsibility;

- how we can assist our hospitals in providing more sensitive care geared to patient needs; and

- how we can raise morale within the total system and, in particular, among our primary health care providers.

The development of an overview strategy presents us with a chance to plan now for innovative health care measures. It also presents us with a chance to expand and improve upon the excellent health care components that have already been created.

Some new directions: I would like to turn now to the broader perspective. As I have seen firsthand, there is rising pressure on all sides to select solutions which meet particular interests rather than the real needs of the system as a whole.

If I may, I will quote a statement made by Professors Lomas and Stoddart of McMaster University:

"When acrimonious confrontation becomes the primary tool for health care system management, it is perhaps time to question the

appropriateness of the system's structure. Strategic planning and organization of a multi-billion-dollar complex system cannot adequately be conducted in such an atmosphere.

"Those who shout loudest profit most and those who have the least ability to shout—unfortunately that refers to the patients—suffer most. Planning becomes subservient to short-term pragmatics and the system becomes shaped by the dictates of the professional vested interests rather than by the needs of patient populations."

4:30 p.m.

We still have to respond to single issues such as the demand for more chronic care beds, to nursing homes that cannot maintain standards, and to the serious needs in the community based health services.

As an example, let us consider the community health centre and health service organization system to which I referred earlier.

This system provides low-cost alternatives to primary care. An expansion of this system would deliver more appropriate short-term care to many. It would also reduce future hospital growth pressures in areas where population trends indicate a need for more hospital services.

By expanding our community based health services in an evolutionary way, we could increase our ability to deliver health promotion and illness prevention programs.

A new system could also evolve around nursing homes. Not only would nursing homes take more patients who now stay in hospitals but a support system of expanded home care and day hospitals would evolve to relieve pressure on the nursing homes.

An evolutionary process of change could address the day hospital concept, hospital funding, research and drug benefits, as well as many other issues raised by some observers who point to what they identify as unnecessary surgery, unnecessary laboratory tests, unnecessary hospitalization and overuse of drugs.

This process would allow us time for the careful resolution of some problems, a long-term co-ordinated buildup of resources to tackle others, and an avoidance of dramatic changes which could disrupt the delivery of health care to our citizens.

Developing a consensus: If we are to introduce evolutionary reform within the health care system, there are a number of important obstacles that must be overcome.

The first obstacle is the absence of an agreed-upon provincial health plan or design that can

be implemented at the local level. At this level, the various health-related services are funded from a variety of sources and this has resulted in a lack of co-ordination of programs.

Although we have district health councils assessing community health care needs, these councils have not had a clear overall set of priorities within which to work. The various local health services are often beset by institutional jealousies and competition leading to inefficient duplication in some communities throughout Ontario.

On the government side, we are determined to improve co-ordination, particularly through the efforts of my colleague, the Provincial Secretary for Social Development (Mrs. Birch). For instance, Mrs. Birch and her staff are providing a forum through which the many health-related services of several different ministries can be co-ordinated. Housing for discharged psychiatric patients, care for the aged and medical manpower planning and training are examples that immediately come to mind.

For instance, the ministries of Housing, Education, and Community and Social Services are working through the secretariat in a communications network that will allow for a greater integration of efforts in those service areas that cross ministry lines.

A second obstacle to change, Mr. Chairman, is to be found in our existing funding policies. To the current centralized formula form of funding, we build in pressures for uniformity across the system whether the uniformity in all locations is either desirable or cost-effective. Within our fee-for-service remuneration system we simply do not provide enough incentive for health promotion or disease prevention.

A third obstacle tied directly to government is the issue of cost containment. To maintain the fiscal health of the province, the government has for a number of years been forced to contain or restrain costs. This has had an impact on all programs and ministries.

However, if cost containment has as its only goal the maintenance of an inefficient system without rationalizing it, then cost containment can perpetuate existing waste, duplication and obsolescence. We must continue to control expenditures by eliminating waste and duplication of services, but we must achieve these cost constraints in such a way that real health needs are met and satisfied.

The fourth obstacle is that we, like most jurisdictions, continue to struggle with finding

an effective focus on health promotion and illness prevention.

Ontario has excellent medical treatment facilities. But the most efficient health care system is not provided by advanced technology or physician's services. It is provided by avoiding illness, by the prevention of disease and injury, and by rehabilitation. That is a lesson we have to integrate fully into the system.

A fifth obstacle rests in the attitude of the health care providers. There is often a lack of co-operation, not only between government and the providers, but among the professional groups themselves, and, too often, money issues masquerade as quality issues.

I also admit there is a certain amount of hostility between government and some provider groups. I suppose this is a natural result of the way the system has grown until this time, but it creates a major obstacle to the kind of change we must have and it is an issue that must be addressed.

The final obstacle that must be overcome is the attitude of the public. This area of public attitudes is one we must treat as a priority if we are to develop a process that will shift our health care system on to a more realistic and prudent course. We must develop programs to educate the public on ways to maintain and enhance individual health and we must offer more opportunities for consumer participation in health policy.

For any purpose of renewal to be successful, it is vitally important that all participants in the system have an opportunity to study the issues at hand, to be consulted and to have a forum where their views and opinions will be carefully considered. In this regard, I recently held two policy sessions under the sponsorship of the Ontario Council of Health to explore those questions. The concerns of many groups were brought into the discussions: those of the health professions, health care planners, economists and consumers. Those sessions ended with an agreement that a process was needed to identify the actions that could be taken. We are going to begin in two phases.

I have asked the Ontario Council of Health to convene a three-day policy conference on April 24 to 27 of next year. The council will nominate a group of between 100 and 150 individuals representing such interests and groups as the public, the Registered Nurses Association of Ontario, the Ontario Medical Association, the Ontario Hospital Association, other health care providers and planners and our district health

councils. The main purpose of the conference will be to provide me with advice on both broad and specific directions for Ontario's health care system in the future.

I have also asked our district health councils to develop a series of supplementary consultative conferences for local participation in this planning process. These conferences will take place between June and September of next year.

I selected these two groups because the district health councils and the Ontario Council of Health represent the community as a whole and do not act on behalf of any special institutional or interest group. They are, in a sense, the honest brokers in the process and can bring to it a high degree of public participation.

I hope that in this consultative process we will be able to lay aside many of the old antagonisms and jealousies which have burdened our health care system in the past. I hope there will be common agreement among us on how we begin to effect needed change.

I would now like to outline several specific health care issues which have been designated for priority attention within the ministry. This list is, of course, by no means an exhaustive one, but it reflects those areas which already have been identified as the starting points from which to begin a full-scale rationalization and co-ordination of health care programming.

During the remainder of my presentation I will be bringing the following issues to your attention: mental health services and patients' rights; issues affecting the elderly; the need for an increased emphasis on community-based services; issues facing the hospital sector; emergency health services; the application of technology to medicine; public health; Ontario health insurance; issues affecting the health professions; research; French language health service issues; and health care in northern Ontario.

4:40 p.m.

The first major issue I would like to review with the committee is mental health. Mental health care is a personal priority of mine, and within the next year or two I hope we will achieve a significant number of changes within the present system. We are currently spending just over \$300 million a year on mental health care in Ontario. This figure does not include, I should add, the activities of general practitioners in the mental health care field or the activities of psychiatric units in our general hospitals.

We have 10 provincial psychiatric hospitals

which treat the disabled and discharge 12,231 patients a year. We fund 65 psychiatric units in general hospitals which treat thousands of others, many of them elderly. Some of these patients are chronically ill; others are affected temporarily. Stress is a growing reality in our society, especially with our current economy, and it is forcing more and more people to seek therapy and care.

We have come a long way since the early days when treatment meant locking people away. The system then was concerned with the segregation of the insane and the protection of society and property. The big changes have come in the past two decades.

In the early 1960s, the typical length of stay in our psychiatric institutions was more than a year, and a large population of chronic care patients resided in the hospitals' back wards. Then fresh theories of treatment and the discovery of new psychotropic drugs began to revolutionize the system. These drugs were able to stabilize symptoms more quickly, and the average length of stay in hospital declined. Today it is less than two months for nonchronic patients.

New theories of treatment prompted what is called deinstitutionalization, the early return of psychiatric patients to their communities, but for this approach to function properly it requires adequate support services so that patients can make the necessary adjustments. There is the need to provide discharged patients with the skills needed to live and work alongside their neighbours. This is particularly true for those who lack a network of family and friends to help them pick up their lives.

The most serious difficulty in the current system is the shortage of backup support for ex-psychiatric patients. Some continue to live in inadequate housing in conditions that are frequently dehumanizing. The result is that some chronic patients get caught in a revolving door syndrome from hospital to boarding home and back again.

Discharged patients also must face a community that is frequently fearful and hostile. Yet experience indicates that many patients will be much better off in the community with appropriate accommodation and co-ordinated community support than they will be in an institution. It's not just a matter of money. Our community workers and the various organizations that deal with the mentally ill argue that the right course of action is not simply a matter of huge expense. Their advice indicates that the

things we need most are organization and understanding. Although we have increased our spending in community health services by more than 50 per cent in the last three years, we must do even more.

Some of my concerns, in terms of my own priorities, relate to issues such as appropriate housing to suit patients' needs; easier access to medical care; availability of proper and nutritious meals; availability of rehabilitation services; assistance, where necessary, with the tasks of daily living; regular access to social and recreational opportunities; and advice on how to handle money. I believe we can achieve these goals soon. Some matters, however, require absolute and immediate attention.

In response to one acute problem, I announced in May that \$1 million would be allocated for eight community support services for former psychiatric patients in Metropolitan Toronto. Half of that money is for housing programs. Another \$1 million was allocated for funding 12 community mental health programs elsewhere in the province.

One of our major problems in mental health is that there is no single government body or agency to which psychiatric patients or their families can turn to find out what services are currently available. To overcome this fragmentation, the Ministry of Health has accepted the role of lead ministry for all matters relating to adult mental health care. It is a major step designed to develop cohesion in services.

It means that in areas where my ministry does not have direct responsibility, such as in housing or social services, we will see to it that patients' nonmedical needs are brought to the attention of the appropriate ministries, agencies or local governments. Internally, my ministry has already regrouped institutional and community mental health services, bringing them together under a single assistant deputy minister.

Before the end of this review of our estimates, I hope to be able to release the preliminary report of Dr. Gil Heseltine, the executive co-ordinator of mental health policy and planning, and I would like, at that time, to initiate an important dialogue within the mental health care community about some of the concepts that we in government are thinking about.

One major step is to provide psychiatric hospitals with the means of becoming more responsive to their communities through the establishment of community advisory boards reporting directly to me. The overall purpose of

these boards will be to assist in providing efficient and effective care to the patients in psychiatric hospitals.

Unlike our public general hospitals, psychiatric hospitals are provincially governed. This has led to some criticism that the psychiatric hospitals are not close enough to the communities they serve. To improve the situation, it has been suggested that our psychiatric hospitals should be subject to the same funding patterns, and benefit from the same degree of local autonomy, as do our public hospitals. I am prepared to look at this option carefully and I would welcome the committee members' thoughts on the advisability of transferring responsibility for such hospitals away from the province to local community control.

Patients' rights: I would like to ask the advice of the social development committee members on an important matter also related to the issue of patients' rights. As most members know, the current Mental Health Act was written in 1978 and represented an attempt to modernize the procedures and practices within the system. People familiar only with today's improved practices might be surprised to realize how far we have come in the mental health field over the last 15 years.

Until 1967 it was possible for a person in Ontario to be confined indefinitely in a psychiatric facility if two doctors simply signed a certificate declaring the person mentally ill. Even as late as 1977 the period of initial confinement for an involuntary patient was a full month and the criteria for committing a patient were vague.

The 1978 reforms eliminated many of those arbitrary and paternalistic practices. None the less, we must continue to examine the current system to be sure that the patients have a necessary degree of protection of their rights within the system. My dilemma is that the only immediate vehicle I have at my disposal is the two sections of the act that have not yet been proclaimed. These are sections 66 and 67.

Let me remind you briefly of the contents of sections 66 and 67 before explaining why, for the past four years, these sections have not become law. Section 66 requires that when an attending physician completes a certificate of involuntary admission or renewal, he must give notice in writing of the fact to the patient and to the area director of legal aid. Further, it stipulates that the patient is entitled to a hearing by the regional review board.

4:50 p.m.

The provisions of section 67 are intended to do away with the current informal inquiry procedures of the regional review boards and replace them with formal, court-style proceedings. I agree with the objective of those two sections, but following extensive consultations with the leaders in the mental health care field and with a number of patient advocate groups, I must admit to some reservations about their effect.

The majority of medical professionals believe, I think predictably, that our approach to this problem should be primarily medical, not legal or custodial. They say our objective is health and healing, not justice and court hearings. We are not, after all, running a penal system.

At the same time, there are members of the legal fraternity who, also predictably and legitimately, feel that our system of involuntary admission for noncriminal patients requires the adoption of certain legal procedures and safeguards. We are, after all, affecting personal liberty.

First, these are my concerns about section 66. This section in part merely codifies a practice that is already being followed. Regional review boards already make a practice of ensuring that at the time of their hearing, patients are made aware of their rights to have a lawyer of their own choice, or be represented by a legal aid lawyer, if required. It is a desirable procedure and I find nothing wrong with codifying the need to inform the patient of his rights.

The immediate concerns of the involuntary hospitalized patient are likely numerous. The patient may feel stigmatized by being in the hospital and by not wishing to be identified as having a psychiatric problem. The patient may be confronted with the unknown and afraid of being dealt with in a manner he or she may not want. The patient may be uncertain of his or her rights and unable to understand what he or she can do. The family of the patient may be anxious, the employment of the patient may be at risk and there may be a whole variety of other needs requiring assistance.

Critics claim that under section 66, aside from the obvious breach of confidentiality, regardless of the administrative mechanisms in place, the automatic notification to legal aid may do little to assist the patient. They say that it is little more than a superficial attempt to advise the patient of his or her rights. They argue that while the patient has the right to be advised of his or her rights, the patient also has a right to privacy, a right to keep his or her condition

confidential, and a right not to be bothered by outsiders.

It is doubtful that much more could reasonably be expected through notifications to legal aid than cursory advice to the patient of his or her rights. Surely there is much more that could be done to help patients through the whole range of their concerns.

As committee members will know, one step we have decided to take is the appointment of patient advocates in each of our 10 provincial psychiatric hospitals. Being concerned with patient-hospital relations in their widest sense, the patient advocate would be the patient's friend. By serving as a liaison between the hospital and external factors, such as the lawyer, doctor, family, employer or whomever, as the case may be, the patient advocate is best positioned for helping the patient deal with the matters with which he or she is confronted.

It has been suggested that the patient advocates could not only address the many general concerns of the patient, but could specifically advise the patient and his or her family about such things as the status and rights of the patient, policies of the hospital, avenues of appeal available to the patient, any changes in the status of the patient, access to the review board, and, of course, the availability of legal aid. In so doing, the interest of all in helpfully dealing with the human issues of a social-medical problem would be best handled.

The advocates could conduct personal counselling and ensure that the patients understand their legal rights and what to expect at review board hearings. The advocates could also arrange for the engagement of legal aid lawyers when required. In short, the system of patient advocates could, quite possibly, make the cumbersome and bureaucratic system set out by section 66 largely unnecessary.

In regard to section 67, I wonder whether the inevitable result of proclamation could be to convert what is now a social-medical problem into a legal problem.

In an adversarial setting, treatment could be perceived as an intrusion into the right of the patient, with a corresponding right to resist. To the patient, the motivation of the psychiatrist, or the hospital, could become suspect. The patient who feels that he or she should not be in the hospital views himself or herself not as a person who needs help, but as a person standing by observing a trial on his or her mental status.

Many people have pointed out that successful therapy is dependent on rapport and trust. They

say that communication and treatment are diminished without rapport and trust and that if section 67 were proclaimed, patients could be lost within an adversarial proceeding in which the patient was pitted against his therapist or the psychiatric facility.

The psychiatric facility may feel obliged to become a party to the proceeding and engage counsel in order to determine what portions of the clinical record ought to be disclosed or not disclosed. The spouse of an involuntarily hospitalized patient may feel the need to retain counsel in order to express a position concerning the rights of the children of the patient. The psychiatrist may also feel obliged to retain counsel in order to assist himself or herself during cross-examination on the opinions that may be expressed.

Rather than a conference inquiring into the need to detain a patient now, or to treat a patient now, the proposed system would likely concern itself first with procedural rights and obligations, rather than seeking a prompt resolution regarding the patient's status and condition.

A board hearing depends upon the presentation of opinions and professional assessments by psychiatrists and others. Their views, often subjective, do not always lend themselves to the cut and thrust of adversarial testimony or cross-examination. There is also the question of how much potentially valuable information on a patient's history would be excluded from consideration under the formal rules of evidence.

Under the present system, all parties are given full opportunity to express their views—not just the patient, but his family and lawyer too. The patient and his lawyer are afforded every opportunity to speak out, produce documents and call anyone they wish.

While this approach appears preferable for the patient, I am not satisfied that the status quo must be maintained uncritically. There is no question in my mind that patients' rights must be afforded certain legal guarantees and that many of the current practices should, in fact, be codified. The dilemma is that while section 66 and section 67 do attempt to move in an appropriate direction, they carry with them a number of difficult consequences which perhaps none of us anticipated in their entirety.

The intent is of course correct, and I believe our new Charter of Rights reinforces that intent and requires us to go beyond the existing practices and procedures. I would prefer, therefore, to see how well the present system will work once it is augmented by a network of

patient advocates and a system of community advisory boards.

I do believe that, in devising these innovations, we may have caught the spirit of section 66 and 67, while avoiding some of the disadvantages those sections would impose upon the system. I would certainly welcome the views of the committee on this difficult issue. I simply have not yet decided upon the appropriate course of action.

Should one or both of the sections be proclaimed? Or should they be dropped in favour of some alternative? If so, what alternative would be best? May I say there is little doubt that this is one of the more difficult issues that members of our Legislature have had to deal with, and I would sincerely appreciate, as I said a moment ago, the advice of the members of this committee during our deliberations.

The aged: If one were forced to name a single issue that will determine the fate of our health care system in the long run, that issue would likely be the care of the aged. The Ministry of Health is spending \$2.35 billion this year on the care of those aged 65 and over. The elderly make up only 10 per cent of the population, but they absorb 35 per cent of the total health care dollar.

5 p.m.

Breaking down those figures, the elderly account for 19 per cent of the OHIP payments; 38 per cent of days of in-patient general hospital care; 79 per cent of days of in-patient chronic care; and 93 per cent of days of extended care in nursing homes. By the year 2001, the ranks of those over 65 will have grown by 58 per cent. The "older old," who are most vulnerable to physical and social problems, will increase most sharply, with the 85-plus group, for example, expected to double.

Those demographic and financial facts are fairly well known. What is less well known or understood is their implications beyond seeing the issue as a challenge best left to government to find the money to resolve.

Looking at the statistics from a different angle, we see that since the mid-1950s almost a full year has been added to the life expectancy of the average 65-year-old man and more than two years to the life of the average woman.

The fact is, a number of European countries today manage quite well with elderly populations of the size we foresee in the province in the next 20 years. The difficulty is not the number of elderly people, but rather how we as a society care for them.

In Ontario we have one of the highest rates of institutionalization of the elderly in the world. If our response to the demographic trend is mindlessly to increase the number of institutional beds, then we will indeed have a problem. But if we premise our actions on a sensitive understanding of the actual health-related needs of the aged, I believe we will find many effective and sensible options open to us.

Let us begin by recognizing that stereotypes must be avoided. A person does not become a ward of the state upon turning 65. In fact, more than half the senior citizens who reach the age of 85 to 90 in Ontario are still active in the community. Our chief policy objective then must help us to maximize the proportion of senior citizens who are able to maintain an independent lifestyle.

As a society, there is no doubt that we are deeply committed to the concept of dignity and security for the elderly. Yet I am not convinced that we have succeeded enough as a society in strengthening that value within the family unit, although most families recognize their responsibility to help ageing relatives remain self-reliant.

In developing a wide range of outstanding services for the aged, our government has recognized that aging must not be seen solely as a health problem or a financial problem or as a housing problem, with various ministries approaching the issue separately from their own perspectives.

For this reason, the Ontario government created a seniors secretariat under the Provincial Secretariat for Social Development. This group, with Mrs. Birch's committed leadership, has been designed to improve information dissemination, encourage research into issues related to ageing, and support effective policy coordination across ministries.

From the point of view of the Ministry of Health, we believe that health care for the aged still suffers from a mismatch between demands and resources—an over-emphasis on the institutional setting, at the expense of less glamorous but possibly more cost-effective and health-effective alternatives. Surely this imbalance should be redressed.

As I have said, patients over 65 now require 38 per cent of the days of care provided in general hospitals. Many would be better served in chronic care facilities, which are less expensive to operate and, more important, offer programs specially tailored to the long-term care patient.

Similarly, many of those now in chronic care institutions could perhaps be as well cared for, at a lower cost, in nursing homes. In the final link in the chain, we may find that many of those in nursing homes can be adequately served by home care or day hospital programs.

The expansion of community health care programs, I believe, could be an important key to relieving pressure throughout the system. Home care has been an insured health benefit in this province since the early 1970s. We are now broadening coverage to include programs to serve the chronically ill, which will be in place in 34 Ontario counties by the end of this year. Of the \$99 million provided for home care in these estimates, \$41 million will be spent on chronic home care services.

We are all familiar with day surgery programs, but the day hospital concept for the elderly, which I mentioned earlier in my remarks, also merits attention. At present there are 15 day hospital programs for the elderly in the province, but day hospitals could well reduce the need for institutional care and for chronic home care as well. With their therapeutic and social components, they are a major example of the new outreach role we foresee for the hospital of the future. Special incentives may be required to stimulate the creation of such programs on a much wider scale.

On an annual per capita basis, day hospitals have been found to be one of the least costly means of providing needed health care and social stimulation to our elderly while, at the same time, providing a means to maintain them in their home environment.

If we do expand home care and day hospitals, one impact will be a new role for Ontario's nursing homes. Greater reliance on community care should free nursing home beds for patients needing higher levels of care. The question is: Will nursing homes adjust to the new situation by admitting more intensive care patients? At present, of course, there are no incentives for them to do so. The homes receive \$39 per patient per day without regard for the amount of care required.

The current rate structure also fails to recognize differences in the quality of care among homes. Accredited homes, for example, are paid at the same rate as nonaccredited. There is no financial reward for developing smaller homes, more closely linked to the towns and neighbourhoods in which people have spent their lives, or for having more programs designed

to keep patients more mobile and healthy.

I do not foresee a significant expansion in the total funding available to nursing homes in the next few years, but we must ask, and we will, how these funds can be better deployed to promote better care and a more responsive system.

Another issue we must address is the right of nursing homes to pick and choose their patients because a profit-motivated system appears to have a built-in preference for patients who need the least attention. The result is not rational in terms of the effectiveness of the health care system. In broader terms, I question whether such freedom of choice is proper for institutions which are essentially publicly funded.

One option could be to establish an honest broker within the long-term care system, an agency with access to all needed expertise and which would assume a case management role. We could well consider a placement co-ordination service as such a central organization. It could assist patients in finding the most appropriate setting to meet their needs. Conversely, the service could assist in moving patients out of homes to more appropriate settings if their health status should change.

Certainly, the future holds many new opportunities for nursing homes to enhance their contribution to society. They could offer day care for the elderly, for example, or short-term admissions to provide relief periods for families with an aged relative at home. Such initiatives may require some form of government encouragement.

It has now been 10 years since the introduction of the extended care program. It is time we took a critical look at how it is working and what changes should be made in the future. Accordingly, my ministry has commenced a comprehensive study of the provision of health care to the elderly. Our objective is to identify the most effective means of developing and administering the total system.

We are working with the Ministry of Community and Social Services to extend the examination to all phases of residential and care services which we each provide and, of course, we will look to Mrs. Birch and her advisers for guidance and leadership in the broad area of service for our elderly.

By pointing the way toward more innovative services, our long-term health strategy for the elderly will foster a level of care that is both sensitive to human needs and, at the same time, is within the fiscal capacity of the province.

Community-based health services: There are a number of groups in addition to the elderly that require and can benefit from community-based health services. I believe that the concept on which health service organizations and community health centres are based is one of the great innovations of the health care systems.

5:10 p.m.

When I came to this portfolio last February, I had some familiarity with both of these organizations and it was my hope that we could begin the steps to better establish their role, scope and funding within the health care system. As the members of this committee are aware, earlier this month I announced a new ministry policy aimed at strengthening both health service organizations and community health centres in the health care system. We have taken this step for some very important reasons, and I would like to clarify for committee members the reasoning and rationale behind our action, as well as some details of the new policy.

I believe it is clear, if one looks at our population, that no one means of health service delivery and no single package of services can be expected to meet everyone's health care needs. In the face of the kind of pluralistic society in which we live, I think it is clear that we must increasingly evolve a broader range of approaches to the delivery of health services. The system must be flexible enough to respond both to the kinds of needs people have and to the desires of the health professionals who make the system function. I don't believe there is any single right way. Instead, there is a range of ways of organizing and providing services to people that can contribute to improved health in Ontario.

As you know, we have had for some years now both HSOs and CHCs and they have been described until now as experiments. These have permitted physicians to organize their practices quite differently to what is generally found. Through health service organizations, groups of doctors work together to provide health services to an identified roster of patients, people who have joined the HSO. The services of these doctors are paid for through OHIP on a per capita basis.

We have also provided special incentives for ambulatory care programs, incentives designed to reduce the need for hospital or other institutional care for the patients of HSOs. We are now examining the possibility of expanding these incentives where they have proven effective.

Among these experiments, as they have been called until now, have been a group of organiza-

tions that are close to the model described in the Hastings report on community health centres. Generally speaking, the community health centres provide a wide range of services related to health, including medical services. They have had community boards and they have attempted to address the particular health needs of certain groups of people, in some cases those with lower incomes or less education. CHCs have been financed by payments of salaries plus overheads for the professionals involved.

Until very recently, however, the implicit assumption was that CHCs were really just HSOs that hadn't fully matured. Financing was provided on the basis of short-term contracts, assuming that at some point these centres, too, would move to a capitation system. In response to these perceptions we have now made four important decisions. These are:

1. Health service organizations are no longer going to be trial programs or experiments. Physicians in Ontario who wish to do so will have the clear opportunity to organize themselves into such groups and to receive payment for their services on a per capita basis. Capitation will be a fully legitimate way of funding the provision of these forms of health services.

2. We will work together to examine new incentives for a health promotion orientation in the operations of health service organizations.

3. In future HSOs will receive capitation payments for all patients who are Ontario residents.

4. Community health centres will also no longer be considered an experiment. We will no longer view them as HSOs that have not fully matured. The CHC is a distinct, different and important element in the health services system and it will receive stable and ongoing funding in the same manner as the other established elements within the system.

At the present time, only some two per cent of the people of Ontario receive health services through either HSOs or CHCs, but these organizations have already demonstrated their value within the system and we anticipate the incremental growth of them in the next number of years. We are, therefore, providing \$150,000 over the next three years to support the Association of Ontario Health Centres in its activities.

We would hope that the HSOs and the CHCs will concern themselves with accreditation, with the development of management and administrative systems and approaches, with the development of means for setting objectives and evaluating programs to ensure proper account-

ability, and with the provision of advice and assistance to foster the establishment of new HSOs and CHCs where appropriate.

I believe that this new approach will prove to be most significant over the next several years and may lead, over time, to important new developments in the provision of community-based health services.

Hospital services: In the foreseeable future, our existing institutional system and the network of fine hospitals that we have will continue to serve the bulk of the population of Ontario. Ontario's 230 public hospitals are the foundation of the health care system. They are also the most costly component, absorbing approximately half the ministry's \$6.6 billion budget. To put it another way, hospitals will spend 14 cents of every dollar the Ontario government raises this year. They, therefore, have a key impact on the fiscal capacity of the government and, in turn, on the economy of the province.

In consideration of this, I want to make the point that hospital trustees and administrators have a dual responsibility, first and foremost to their patients, of course, for the quality of care, but also to the taxpayers for the prudent use of public funds. To facilitate the latter, we recently restructured the base upon which we fund hospitals to reflect realistically their actual spending.

The base which the ministry had used to calculate hospital budgets was established several years ago, and some hospitals argued that it was unrealistically low. When a hospital reported an operating deficit at the end of the fiscal year, that hospital would then negotiate with the ministry for a full or partial recovery of the amount of the deficit.

To end this inefficient and antagonistic practice, my colleagues have provided us with the necessary funds to make this a turn-around year in hospital financing. All hospitals have been given a new budget base for the current year, which is based upon what they actually spent to provide services last year, that is, in fiscal 1981-82.

In order to bring that level forward to 1982-83, we will add an amount for inflation and an appropriate amount for increases in the work loads. We will also provide additional funds to recognize the cost of salary increases negotiated under the inflation restraint program.

The government provided an additional \$110 million this year to implement the new approach and put all hospitals on a balanced financial footing for the future. These additional funds

will bring our total hospital support to \$3.3 billion for this fiscal year, an overall increase of \$500 million over last year's funding. Although other worthwhile programs are being constrained by economic forces, our government is determined to preserve the excellence of our hospital system in the face of inflationary pressures.

However, in return for this additional funding to hospitals, we expect all hospitals to manage their affairs in a manner that will avoid deficits and maintain patient care. I wish to stress the latter because the principal task of hospitals is, indeed, patient care and all functions of hospitals must keep this as their principal focus.

Clearly, inefficient or careless management has an effect on patient care. I want to make it explicitly clear that the ministry will not accept or pay for hospital deficits incurred in this or future years. Furthermore, since the budgets of hospitals will be based on the actual amount they spent in the last fiscal year, hospitals are able to continue the same level of patient service. The ministry has offered to work with hospital boards and administrators who anticipate difficulty living within these new budgets. This new initiative is a part of the ministry's drive to strengthen financial management in the hospital system.

5:20 p.m.

Last year we introduced the BOND, the business-oriented new development program, which created incentives for hospitals to earn revenue and generate economies. Hospitals now retain their net income instead of having to return a portion of such funds to the ministry. I believe the program is valuable more in terms of what hospitals can save than what they will earn.

Hospitals can and should be run as efficiently as possible, keeping in mind the underlying commitment to the quality of care. BOND was a first step towards introducing more business-like management. It is a signal that the ministry welcomes the kind of creative independence and flexibility hospitals require to keep their part of the bargain.

It is clear, however, that hospital trustees and administrators must pay close attention to the three major causes of past deficits. These areas will continue to exert financial pressure. The first is adding doctors, particularly specialists, to the hospital staff to duplicate services already adequately provided by neighbouring hospitals.

The second area requiring careful control is the hiring of new service and technical staff. Health care is still a growth industry. We estimate that we are adding about 1,500 health

care workers every year, three times the rate of Ontario's population increase.

The third area we will be monitoring is the acquisition of new high technology equipment. While much of the new technology represents major advances in diagnosis and treatment to the great benefit of patients, its proliferation can lead to an oversupply and competition among hospitals, a common problem of the privately owned system in the United States.

Modern advances in rapidly transporting patients, combined with our plans to provide expert paramedical care in transit, lessen the need for hospitals to duplicate high technology. These measures dictate a need to consolidate, particularly for the effective maintenance of life support systems and specialized skills.

Hospitals should also consider introducing state of the art technology on the administrative side, where the private sector has attained substantial economies. Working with the district health council and the ministry, each hospital should now look ahead, determine where it is going to be in five or 10 years, decide what role it should be playing in the community and plan accordingly.

In other words, we have to rationalize the delivery of health care services to best meet the needs of the community. We would like to see this done co-operatively among neighbouring hospitals so patients have access to a wide range of services without duplication or costly competition.

We are moving in that direction by encouraging regional perinatal, trauma and burn programs. I am looking for even more initiative at the local level to co-ordinate health services and share support facilities such as laboratories and dietary departments. I would also like to see hospitals reaching out into their communities, serving as centres for community-based services and program delivery.

Hospitals must provide better preventive medicine, encourage people to remain healthy and to keep the mildly ill and the moderately immobile out of institutions. They must move away from the bricks-and-mortar concept of management towards satellite clinics and services.

For example, the ministry is providing funds to St. Joseph's Hospital in Hamilton for community-based outreach programs in Hamilton's east end. Any patient entering the east end clinic will have access to treatment from a multidisciplinary staff with the full resources of a tertiary care hospital as backup support.

Hospitals will remain the fulcrum of the

health care system of the future. If hospitals respond to the opportunity to expand community-based services, their role could become even more vital than it is today. They will have to examine every service and every facility they provide, every employee they hire, every appointment they make and every patient they treat to see whether there are better, more economical and less stressful ways to serve the health needs of their communities.

As we consider the future role and function of our public hospitals and the new opportunities and alternatives that we see opening for them, we also remember that two objectives remain constant: the enhancement of patient care and the growth in quality of service offered to the Ontario public.

I am encouraged by the positive response of the Ontario Hospital Association and most hospitals to our new initiatives in planning and funding. I believe we are well on the way towards stabilizing hospital finances and that we can now build on a firm base for future advances in health care and health care services.

Emergency health services: We are now in a phase of development for beginning the discussion on how our hospital network might function with a comprehensive emergency health services system in place. This is certain to raise many issues for all of us, but I believe we must begin attacking any problem areas right now if we are to see the emergency health services concept become a reality.

First, we have to come to some consensus as to what the service priorities will be. We know, for example, that between the ages of 15 and 24, accidents claim more lives than any other causes of death combined. We know that most trauma deaths are from car accidents which kill about 1,500 people in this province each year. We know that up to age 40 trauma continues to be the number one killer and even beyond that age it ranks behind only heart disease and cancer. Most trauma victims are from the youngest, most productive sector of our society. It would seem obvious that we must focus initially on improving service for them.

That is not to say we should, or will, diminish our efforts to provide emergency health services to cardiac victims. Rather, an emergency response and treatment system would work in tandem to serve both cardiac and trauma victims. That means we are going to need a system of co-ordination, a rationalized system, if we are to provide the best possible response for trauma victims along with other emergencies.

According to the existing Ambulance Act of this province, the trauma victim must be taken to the nearest treatment facility regardless of its level of expertise and resources. If we can change the system to get this patient to the most appropriate facility in the critical 30 to 60 minutes after the accident, then we can have a much better chance of saving more lives. The goal can be stated simply: the critically ill or injured should be taken to the hospitals best able to take care of them.

There have been several studies carried out in this country regarding hospital categorization. The recently published federal report suggests four categories for hospitals and proposes basic standards of measurement for emergency departments. In the past, some hospitals have resisted categorization because they feared loss of prestige and possibly being labelled first-class for only some types of patients.

However, the time has come to begin a rationalization of the health care system of this province if it is to continue to be one of the best. Rationalizing the emergency health care system through categorization ought to be the beginning of a wider co-operation that will make the entire system more efficient.

Once a hospital's capability is determined through the categorization process, that hospital can then define its own role in the context of the regional system. Working with the district health council, it and the Ministry of Health can then determine the resources needed to fulfil that role.

We could begin, for example, with a trauma program across the province with tertiary care trauma centres at certain designated locations, and secondary trauma units located in others. Each of these regions has to be organized to determine which hospitals will serve in which capacity, how patients will be transported to them, how emergency co-ordinating hospitals will operate and how the expertise will be shared.

Our analysis, for example, indicates that if trauma unit teams are to maintain their skills, they should be in a position where they will be attending to at least 500 trauma cases per year. There must be 24-hour-a-day service 365 days of the year. Trauma-oriented doctors must be available within the hospital or able to get there within 10 or 15 minutes.

The ministry is looking to the training requirements of emergency physicians and, as a start, we are funding 15 positions for emergency medical training for the first time this year. The

College of Family Physicians of Canada will issue its first certification exams in emergency medicine this month and the Royal College of Physicians and Surgeons will hold its first certifying exams for specialists in emergency medicine next September.

5:30 p.m.

While the new breed of emergency physicians is developing, we should also take a look at getting back to the intended role of emergency departments. An emergency health services system requires hospitals to be pitchers as well as catchers, to reach out into their community and region and to develop co-operative, integrated procedures with the fire, police and ambulance services. The personnel of these three agencies must learn to work together as a team.

In the evolution of an ideal emergency health system, the first responder to an emergency—whether it be a police officer, a fireman, a public health officer, nurse or an ordinary citizen—should be able to provide basic life support and call on trained paramedics. The paramedics, under the direction of a base hospital, would assess the injuries of the victim and determine the best—not the nearest—hospital for treatment. They would also begin advance life support procedures at the emergency scene and in transit to the hospital.

The selected hospital would have a team ready to get the victim on the operating table within 10 minutes to stop or delay the progression of the medical damage. If the patient is not improving, he or she would be transferred to a tertiary trauma hospital by air or land ambulance. We are now initiating a pilot project for critical care land transfers, the advanced life support transport unit that will soon be operating in London. It is a kind of mobile hospital which initially will be staffed by doctors and nurses, and eventually by paramedics.

We are about to launch a program within the ministry and government to train employees in cardio-pulmonary resuscitation and first aid. We hope it will serve as a good model for private industry to emulate. We feel strongly that active citizen participation is essential for the success of any emergency health system.

Anticipating broad co-operation in developing regional emergency health systems, the ministry is also embarking on a program to train advanced trauma life support paramedics. We expect the first class will be starting up early in the new year and that training will be completed by early summer. They will be assigned to our

northern air ambulance system and Metropolitan Toronto. After evaluating and finalizing the curriculum, we intend to initiate the training of these paramedics locally in community colleges across the province as the regions become oriented to trauma system care.

A key building block for the emergency health system will be central ambulance dispatching. Our aim is to co-ordinate ambulance, health and hospital services through a single command post in each region. The communications network is also designed to help in disaster planning. It will service fire and police departments as required. Let me give you an example of several other steps we are undertaking towards developing the system.

To improve the reach of the air ambulance system, we are building 50 heliports across Ontario able to operate on a 24-hour basis in order to facilitate critical care of transfers. In the north eight of these facilities have already been built in places such as Dryden, Sudbury and Terrace Bay—I opened Mindemoya last week—and 22 more are in the planning stage.

In the south we are upgrading the existing heliports in many locations. Peterborough, Parry Sound and Barrie are three examples. We have also requested DHCs in the southwest and east of the province to evaluate the potential of expanding our Bandage helicopters into their areas.

Finally we are reviewing the current legislation to prepare for a new emergency health services act. This will give us the legal framework to allow these new systems to function and develop. We in the ministry are now prepared to move on these proposals and concepts which I have just outlined for you.

New technology: In the past few decades new diagnostic and therapeutic technology has allowed life threatening conditions to be detected earlier and treated more effectively. Ontario has contributed to and benefited from this evolution.

Our physicians have been involved from the earliest stages in the use of cardiac pacemakers, artificial heart valves, kidney dialysis and other such devices and techniques. Some of our hospitals have been active in microsurgery; eye surgeons are using the laser beam on a routine basis. We lead in developing the technology of insulin delivery systems, kidney dialysis and other such devices and techniques. Nevertheless, it is perhaps time to take a hard look at the real benefits to our society of some of the benefits of medical technology.

We now have 26 CAT scanners, for example,

approved for funding in Ontario. These computerized axial tomography units provide cross-sectional "slice images" of the body which cannot be matched by conventional X-ray equipment. The purchase price of a CAT scanner is approximately \$1 million, and the ministry allocates \$150,000 per year towards the operating costs of each one installed. These and other high-tech machines are constantly succeeding themselves with more advanced models. We have seen three generations of CAT scanners in just seven years, for example.

Yet the costs of a CAT scanner pale in comparison with some of the newer technology, such as the multi-million dollar PET scanner, positron emission tomography. This requires a cyclotron nearby to prepare the short-lived radioactive material for the scanner. It will likely be a number of years before the PET is ready for broad clinical application.

Nuclear magnetic resonance imaging equipment is now gaining clinical recognition. The ministry recently provided Princess Margaret Hospital with \$1.3 million to install NMR technology, which uses radio waves instead of X-rays and can detect cancer in soft tissue. If the demand for this equipment follows the CAT scanner demand, we could be confronted with some very difficult choices in the near future.

The ministry controls the proliferation of CAT scanners through guidelines that currently provide for one unit for every 300,000 of referral population. Allowances are made, however, for such factors as case loads, geographical areas and teaching requirements. Based on district health council recommendations, scanners are strategically placed in major referral hospitals where there is an adequate patient load and properly trained staff for their effective use.

The ministry intends to adopt a similar review process for the dissemination of other high priced equipment, such as the NMR. A special working group has been created within the ministry to design an ongoing mechanism to manage the introduction of new medical high technology.

A major cost factor is how the technology is employed once it is in place because efficient utilization is essential to obtain the greatest benefit from the equipment. Yet, surprisingly, despite the price of high-tech equipment, we are frequently finding that low-ticket technology is just as likely to generate runaway costs.

The multi-channel machines for blood testing are a pertinent example. The machines can do a large number of tests on an individual patient at

a relatively low cost. However, questions arise about the number of tests needed. Lab service volumes increased dramatically between 1975 and 1980. This raises the question of whether unnecessary tests are being ordered. In fact, the sheer volume of blood testing and routine chest X-rays in hospitals far outweighs the cost to government of any other form of medical technology.

We believe each hospital is responsible for the allocation and use of its resources and the onus is on the hospital administration and the committees of the medical staff to ensure that technology is employed productively. At the same time, hospitals should consider the potential cost savings modern technology offers on the administrative side of hospital operations.

Today we see computers being used widely for medical records and financial management, but there frequently is little compatibility of computer systems within hospitals—and practically none between hospitals. Some institutions, for example, have three different systems within their operations, which can't interact with each other.

Clearly, there can and should be more co-ordination of computer technology within and among institutions. In the interests of efficiency, the ministry may have to take a more aggressive stance in encouraging this kind of integration.

I don't know how they speak for three hours in the Kremlin. I would raise my hand for some vodka.

Mr. McClellan: Very much the way you're speaking. I believe.

Hon. Mr. Grossman: Their way must be more interesting; they get better attention.

5:40 p.m.

Public health: This year marks the hundredth anniversary of the founding of the Ontario Board of Health, the forerunner of my ministry. The scope of community medicine has changed greatly since those times when the major health worries were communicable diseases and poor sanitation. Ontario's 43 local public health units are the major statutory agencies whose primary focus is the prevention of disease rather than treatment.

I certainly do not need to review the thrust and details of the Health Protection Act with members of this committee. During the past few months you have been involved in a detailed and excellent review of the legislation and you are most knowledgeable about it. I believe your

scrutiny of it and the changes you have made will be a major contribution to the health and wellbeing of our citizens for the years to come.

For those following the text, might I say, Mr. Chairman, we'll move on to paragraph 3 on page 44.

When this act, Bill 138, is returned to the Legislature, I do believe that we will have an excellent piece of legislation that will provide us with the framework for implanting preventive attitudes and opportunities throughout the health care system as a whole. I would in all seriousness like to thank literally all members of the committee who have worked to make this a better bill. You really did a fine job. I would particularly like to commend the parliamentary assistant, Jim Gordon, for his excellent work in guiding that bill through the committee stage.

Ontario health insurance plan: I would now like to turn to a brief review of OHIP. Our health insurance division has thousands of daily transactions with the public. It is the part of the Ministry of Health with the highest visibility, except for the minister, and for many people in Ontario, OHIP and the Ministry of Health are one and the same.

Mr. Gillies: Is there an OHIP calendar?

Hon. Mr. Grossman: Save your pennies and nickels.

Two years ago OHIP undertook a major reassessment of its administrative practices. A key element was a thorough review of its customer service capability. As a result, proposals were made to reorganize the head office and district office operations to make them more adaptable to the needs and requirements of our clients. Most of the proposals have since been implemented and I will describe some which may be of interest and helpful to you.

The first category is service to the public. For years OHIP operated with nine district offices strategically located across the province. Over time it became evident that we were not as readily accessible to the people as we needed to be. The idea of satellite offices was born. These are located in smaller communities but under the supervision of a district office. We now have 10 such satellite offices in operation, along with our special services unit here in Toronto. This brings to 20 the number of OHIP offices directly servicing the public. Additional ones are scheduled to be opened soon.

Another improvement we have developed in the past two years is the "one window system" through which people can pay their premiums, apply for and receive OHIP coverage, obtain

premium assistance if they qualify and get information on their current OHIP status in the offices where medical claims are also processed.

To carry out these expanded functions, the ministry has installed an online information retrieval system in each district and satellite office to eliminate the need of forwarding to head office most requests from the public for information. We established our special services union at Overlea Boulevard to handle inquiries about OHIP, not only from Ontario residents but from all around the world. Hospitals in the southern United States, where many Canadians spend the winter, regularly use the service to find out about an individual's OHIP status and to which regional office a claim for payment should be sent. Because we have this readily accessible information with an easily remembered telephone number, which, no doubt, all of you remember—965-1000—we have also reduced the number of OHIP-related complaints received by MPPs, the Ombudsman and others.

I would like to turn now to the providers of service, the physicians and other practitioners, and give this committee some examples of how we've taken positive action to improve our relationship with this important group.

In the early days doctors complained regularly about red tape, problems with filling out claims forms and about what they regarded as bureaucratic nitpicking on the part of OHIP district office personnel. In response, the Ontario Medical Association and the ministry set up a joint committee to arbitrate them. Appropriately, it was called the Ontario Medical Association's harassment committee, which gives you some flavour of the situation.

For our part, medical consultants in our OHIP district offices were encouraged to go out into their communities and to talk with physicians and their secretaries. This gave us a good insight into the conditions and circumstances under which doctors were practising. As a result, a better understanding of each other's problems has developed and the numbers of claims needed to be reprocessed have been substantially reduced. We have initiated the policy of notifying doctors beforehand when there is to be any change in OHIP procedures and practices, and this has helped both of us.

We have also improved the system of payment to doctors. When OHIP was first initiated, doctors were on a monthly billing system and frequently there were lags of from four to six weeks between the time a doctor saw a patient

and the time he was paid, so we developed the physicians interim payment system.

We have introduced a direct deposit plan making OHIP payments to doctors directly to their bank accounts to overcome lapses caused by mail distributions or delays. We've just extended this service to pharmacies under the Ontario drug benefit plan.

We are also currently examining the feasibility of developing and implementing the unique personal identification number into the OHIP system. I hope before spring to have reached a decision on this major innovation. This will allow us to register each individual resident and give each a separate OHIP number rather than the present system of registering patients either individually or as part of a family. This will eliminate many of the complaints from residents and physicians about coverage.

There are two other areas in the OHIP system I want to touch on briefly. The first is service to our agents. OHIP is sensitive to the contribution of industry and other employers who do extensive amounts of work collecting and submitting premiums. To support them in this effort and to improve our service to them, we have developed an automated group billing system now being tested on a pilot project basis.

We will provide employers with an actual employee list, making it easier for them to calculate monthly payments and to account for personnel who have left the company or have been transferred. Our plan is to offer the service to small organizations first, and as it becomes better tested, then to move to a wider-scale application.

Secondly, regulatory reform: Two years ago OHIP undertook a study of more than 170 regulations which had developed over the years for governing claims. As a result of that study, nearly 50 per cent of these rules were scrapped without any financial impact and without changing our claims payment policies.

It should be noted that none of the efforts for improved service delivery has required the hiring of additional personnel. This is a major efficiency gain, especially when you consider that during the same period the OHIP work load was increasing by five per cent annually. So you can see that we are making steady progress in our operations and that we have made significant improvements for the public and for physicians.

The medical profession: As this committee knows, the medical profession plays a pivotal role in the health care system. Physicians make

most of the key decisions involving the use and allocation of hospital and medical resources. Hence, the evolution of the system will depend directly on the co-operation of doctors in planning and implementing change.

Since the beginning of medicare the relationship between the government and the medical profession has had an adversarial aspect and an economic orientation. Unfortunately, in recent years these dimensions have come to dominate the relationship. Many doctors see the profession as in constant conflict with the political process and resent what they perceive as government interference with the practice of medicine.

Government, on the other hand, has tended to view the profession as preoccupied with self-interest and hostile to any attempt to reform the system. This atmosphere of mistrust is a major obstacle to progress in the health care system and must be overcome. To improve the interaction between the government and the profession, it is first essential to acknowledge the very real frustrations felt by both parties. Through the fee negotiations this spring and other contact with physicians, I am aware of several of their concerns.

5:50 p.m.

Physicians contend, for example, that medicare has eroded their autonomy by regimenting the practice of their profession. They say the system has created an assembly line type of medicine which fosters mass production and rewards high output, but offers no financial recognition for experience or superior performance.

Most doctors are uncomfortable with the union-style bargaining system they feel has been thrust upon them. They dislike the bitter, confrontational tone, and resent the public scrutiny of their incomes. Many doctors feel powerless. They believe the system excludes them from decisions affecting health policy, forcing them to accept federal and provincial directives over which they feel they have no influence.

Finally—and embracing all these issues—many physicians have expressed deep concern about their freedom to practise medicine as they see fit. The right to opt out of medicare has become a symbol of this concern, a right that is important even to the vast majority of doctors who have chosen to participate in the plan.

I am prepared to work with the profession to address these issues and develop solutions, but I must call upon the profession to understand the problems that I and my ministry face in manag-

ing the health system. For example, I, too, am concerned about the issue of opting out. We have accepted the right of Ontario doctors to opt out of the provincial plan and bill their patients directly.

At present, while close to 15 per cent of physicians practising in the province have opted out, only six per cent of claims are billed on an opted-out basis. I believe that level can be tolerated within the parameters of our commitment to a universal and accessible system.

However, the public is legitimately concerned to find especially high rates of opting out in certain medical specialties and in certain geographical areas. For example, 62 per cent of anaesthetists, 43 per cent of ophthalmologists and 39 per cent of obstetricians and gynaecologists have opted out.

Statistics like these make it easy for some to argue that opting out should be abolished. Frankly, I am frustrated that the medical profession has not helped to defend its right to opt out by assisting in developing some solutions to those particular problems in some communities and in some specialties.

We are also concerned about hospital utilization. Individual doctors have almost exclusive control over admissions, length of stay and the range of diagnostic testing, procedures and nursing care a patient receives. Given that we have a fair ratio of beds to population in this province, I am perplexed by the utilization trends for institutional facilities, as I discussed earlier.

We need answers to some fundamental questions, such as, why do we have chronic care patients staying in acute care beds? Why do we have such a high rate of institutionalization? Why do we have persistent demands for even more chronic and extended care beds?

Since the mid-1970s, almost everyone involved in health care delivery has agreed with the necessity of shifting our focus from the treatment of disease to prevention and health promotion. I have yet to hear what specific action should be taken by the medical profession to encourage their patients to take greater responsibility for their individual health.

So there are genuine frustrations felt by both the government and the profession. I am meeting with medical groups in various parts of the province to begin what I hope will be a new and productive dialogue between the government and the profession. As we communicate more effectively, I believe we will discover a number of shared interests and mutual objectives.

I will continue to accept the right of physicians to opt out of OHIP, but I would hope the profession agrees that health care must be premised on real, provable and effective universality and accessibility.

The government and the profession might also consider how conditions affecting the practice of medicine have changed since medicare was established in the late 1960s and the implications of those changes on the system. Since we need to expand our capacity for health promotion, perhaps we need doctors to undertake different types of activities.

Physicians criticize medicare for its assembly-line approach to medicine. Maybe we should examine that argument and what has contributed to it. Perhaps compensation through the OHIP schedule, which is modelled on the Ontario Medical Association fee schedule, should take into consideration the years of experience or particular expertise of individual practitioners. Perhaps the government and the profession should examine the additional requirements of the family physician in the context of a highly urbanized and sometimes impersonal society.

Since physicians wield decisive influence over the utilization of hospitals' resources, the medical profession and the ministry should work together with hospitals to bring better co-ordination to the way we spend our health care dollars. I believe that with co-operation and with good faith on both sides, we will be able to work together to address these and many other issues.

There is one problem that can be solved quickly. Doctors have complained about exclusion from the formulation of health policy. We must respond to that complaint because I agree that the medical profession must clearly be the focal point of any efforts to bring about prudent, evolutionary reform.

Accordingly, the OMA is being invited to participate fully in the policy conference I have arranged for next April. I expect the OMA to make a key contribution to these deliberations.

I also hope physicians will participate in the local consultative conferences to be held by district health councils between June and September of next year. This process will enable all groups within the system, especially nurses and physicians, to present their views and discuss priorities, alternatives and goals.

We have to start by accepting the need for carefully considered change. It can occur with the OMA as an external critic, complaining about changes as they occur, or with the OMA as a major participant, helping to shape the health system in which physicians practise.

Both the government and the profession must put aside the traditional animosity and mistrust of the past and take the risk of co-operating. I believe we can build a better system by effecting reforms together that will benefit both the public and the profession.

Perhaps this might be an appropriate place to end before I am terminated.

Mr. Chairman: Thank you, Mr. Minister. We will resume our meeting at two o'clock tomorrow.

Mr. McClellan: Before you adjourn, could I ask the minister if it is possible to get a copy of the Mustard report? I believe it has been concluded and signed and delivered.

Hon. Mr. Grossman: You mean you do not have a copy?

Mr. McClellan: No, I do not.

Hon. Mr. Grossman: An official copy or an unofficial?

Mr. McClellan: Do not take unfair advantage. It would be helpful if we could have that.

Hon. Mr. Grossman: I will see what I can do.

Mr. Gillies: Might I ask the minister how close he is to a cure for the common cold?

Hon. Mr. Grossman: Not close at all. This is the seventh week.

Mr. Chairman: The meeting is adjourned.

The committee adjourned at 5:59 p.m.

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No. S-19

Legislature of Ontario Debates

Official Report (Hansard)

Standing Committee on Social Development
Estimates, Ministry of Health



Second Session, Thirty-Second Parliament
Wednesday, December 1, 1982

Speaker: Honourable John M. Turner
Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Wednesday, December 1, 1982

The committee met at 2:12 p.m. in committee room 2.

ESTIMATES, MINISTRY OF HEALTH

(continued)

Mr. Chairman: If you have followed the minister's introductory remarks, we are on page 50. He will begin today on the topic of health professions.

Hon. Mr. Grossman: Thank you, Mr. Chairman.

There are a number of other health professions within the health care system that should also be mentioned. We recognize the importance of regulation of the health professions as a means of ensuring that the public obtains competent health care.

Under the Ministry of Health Act, the minister has the power to oversee and promote the health and physical and mental wellbeing of the people of Ontario. That power also carries with it the responsibility for the development, co-ordination and maintenance of comprehensive health services. Every health care service is dependent upon professionals delivering service within understood scopes of practice.

Health care institutions rely heavily upon the governing bodies of the professions to ensure quality of service. However, some of the professions are now being governed by outdated regulations. There is broad recognition that many health professionals need modernized legislation and that some of the nonregulated professions should be regulated. Eleven professional groups have indicated to the ministry their interest in seeking new legislation.

Since the Health Disciplines Act came into being in 1974, we have seen a dramatic growth in some professions. For example, the number of chiropractors in the province has doubled in the last 10 years and the number of physiotherapists has increased by 50 per cent. These two professions are regulated by the Drugless Practitioners Act of 1925, with regulations revised in 1955. Several other professions have also soared in number in the past decade. Medical laboratory technologists have doubled and speech pathologists and audiologists have more than doubled.

In health care planning for the people of Ontario we must recognize the interdependence of the various disciplines and the need for increased co-operation.

There is also a need to clarify the scope of practice of some professions and to clarify areas of jurisdiction in some others. The ministry is looking into the need to provide a review of the governing bodies' complaints and registrations by an independent review committee as is now provided by the Health Disciplines Board for dentistry, medicine, nursing, optometry and pharmacy.

The preparation of new health professions legislation is being given priority within the ministry. This will be a comprehensive, careful review with intensive dialogue with the public and the affected professions. It will take up to two years to complete, after which time drafts of any proposed changes in legislation will be sent to all the health professions for their review and comment.

Medical and health care research: Our ability to renew and improve the health care system will depend heavily on research and development efforts on both medical and delivery system problems. The Ministry of Health this year will commit some \$40 million for health research. That total includes nearly \$20 million in direct financial support, through annual awards to foundations as well as ministry-administered grants for health systems research, public health research and development and other projects.

Within that budget we are redirecting \$1.1 million this year to a new health research personnel development program. This supports individual research trainees and career scientists engaged in clinical or community health studies and is designed to meet the research manpower needs of the next decade by developing a new generation of scientists.

This year's allocation also includes \$3.9 million in funds from the Provincial lottery which is being devoted to health research projects of exceptional promise. For example, \$300,000 has been given to the Clarke Institute of Psychiatry for research into the use and effects of psychotropic drugs used in the stabilization of mentally ill patients.

In addition to this direct support, the ministry is channelling a further \$20 million to sustain research facilities through the hospital operating budgets. As well, the Ministry of Colleges and Universities contributes to research by its funding of universities.

As members may be aware, one of my highest priorities as the Minister of Industry and Tourism was the expansion of industrial research and development. Some of the perspectives developed there are relevant to medical and health systems research as well. The thrust of our industrial research strategy was to emphasize the links between basic scientific R and D and the development of new products and processes. In other words, research was ultimately judged by its commercial success—by its relevance to the market.

I have also observed the recent trend towards more intensive application of basic research to health care needs. This emphasis on applied research, propelled largely by the research community itself, is a positive development. None the less, in view of the urgent problems we face, I have to conclude that evolution has not happened fast enough. Clearly, we must place greater research emphasis on a number of key issues.

For example, what kind of studies do we need about the health care system itself to enable us to deliver better and more efficient services? Should new incentives, such as those under the business-oriented new development program for hospitals, be introduced? How should we structure additional support services for former psychiatric patients? What kinds of services are needed and who should provide them? What flexible programs could assist the elderly to remain functionally independent as an alternative to institutional care?

What do we know about the underlying causes of the escalating utilization rates for hospital and physician services? How should the dissemination of medical high technology be managed? What specific programs and policies would shift further the orientation of the health care system from illness diagnosis and treatment to health maintenance and promotion? Should more research be devoted to unravelling the fundamental causes of ill health in an affluent society? Should we now stabilize our clinical research spending aimed at improving techniques of diagnosis and cure? Conversely, should we expand our epidemiological research to investigate the full potential of disease prevention and health promotion?

While I have stressed the need for applied research, I do not deny there are gaps in our basic knowledge as well. For example, we need basic research in social psychology on such questions as why some elderly people remain healthy and independent and on society's attitude towards ageing and the aged.

In the past, our funding decisions in this area have been made largely on an application/selection basis. As a result, our research investments have been highly speculative, similar to venture capital in the private sector. Especially in these difficult economic times, we have to demand a more certain return on these investments of taxpayer dollars. The key priority is to link both basic and applied research more closely to the policy objectives of the Ministry of Health.

While focusing our efforts, however, we must remain sensitive to the dangers of stifling the innovative spirit. It would be a mistake, for example, to concentrate our resources so narrowly that our capacity to respond to shifting needs was eroded. For this reason, we asked the Ontario Council of Health, in September, to advise us on the development of a new and more focused health care research strategy for Ontario.

2:20 p.m.

A special task force has been created under the chairmanship of Dr. Don Layne, vice-president of research at Toronto General Hospital. The vice-chairman is Dr. Lou Siminovitch, geneticist in chief of the Hospital for Sick Children. We will consult with the research community and other health professionals as we seek to define our course of action based on the recommendations I expect to receive from this task force within the next month or so.

Ontario is rightly proud of its contributions to medical science in the past. I believe that prudent investments, guided by a long-term plan, can maintain Ontario's leadership in a number of critical health research areas.

French-language health services: Another area of high priority is the improvement of francophone services. In 1979, the Ministry of Health enunciated a policy on French-language health services in which we pledged to provide a full range of health services in the French language, beginning with areas of significant French-speaking populations.

I would like to take this opportunity to reaffirm the French-language services policy of the Ministry of Health and to express my personal commitment to it. Minority language rights must be respected, not only to make

Confederation work but also because our spirit of justice demands it. As Minister of Health, I also see the issue as one of quality of care.

As the French-Language Health Services Task Force observed in 1976: "It is very difficult, if not impossible, to convey in another tongue one's feelings, personal needs, grief, suffering or physical ills. And equally difficult, again if not impossible, to counsel and recommend measures to improve the health of a person who does not understand the language being used."

Even bilingual people, research shows, tend to revert to thinking and speaking in their mother tongue in time of crisis. Studies also show that subtle nuances are often missed by interpreters, possibly leading to incorrect diagnosis. Clearly, adequate health services depend on successful communication between the patient and the provider of care.

To fulfil our commitment to French-speaking Ontarians, the Ministry of Health is pursuing two strategic directions. First, we are reforming our internal administrative system to respond better to French-language service needs. Second, we are promoting the development of a French-language capability by the health care providers.

The ministry appointed a French-language health services co-ordinator in 1978 in response to the task force report two years earlier which urged French-language service at all levels of our operation. In the past four years, the ministry has achieved significant progress in bilingual communication with the public, through publications and responses to written and spoken inquiries.

We have initiated a process to identify and designate bilingual staff positions and have enrolled 107 employees in language training programs this year. The goal of these courses is functional knowledge of French. My efforts have focused on those units having direct contact with the French-speaking public in the 16 designated regions and in head office functions serving the whole province.

In what I regard as a major step forward, we have this May created a French-language advisory committee within the ministry, the first such committee in the Ontario government. It includes 12 members from various program areas and a representative from my personal staff. The chairman is the assistant deputy minister, community liaison and corporate resources.

The ministry recently invited the chairman of the Council for Franco-Ontarian Affairs to

nominate one of his members to join the committee. We are pleased the council has accepted this offer, creating a special consultative relationship for the unique needs of French-speaking Ontarians.

The ministry is actively assisting hospitals and other health care providers to strengthen French-language services. For example, 49 community hospitals in the designated regions, plus Toronto and Hamilton, are receiving funds for staff language training; \$560,000 has been budgeted for this priority this year. In addition, the ministry's linguistic counsellor is available without charge to help select training candidates, choose teachers and design course content.

There is \$100,000 to hire French-speaking personnel and implement language training programs for the 10 public health units in designated areas. Hospitals and public health units are eligible for funds to translate patient-oriented forms, publications and documents.

A fundamental problem, of course, is the shortage of French-speaking medical personnel. To address the need, my ministry conducts recruiting campaigns among francophone high school graduating students to outline career opportunities in the 56 health-related occupations. In addition, French-speaking students in the health professions benefit from bursary programs sponsored by my ministry and the Ministry of Northern Affairs. Financial support is available for training in northern and eastern Ontario universities in exchange for guaranteed service in underserved areas of the province.

The Ministry of Health will continue to provide leadership to foster the evolution of French-language services throughout the health care system to ensure that our commitment to Franco-Ontarians is fulfilled.

Health care in northern Ontario: The Ministry of Health is committed to provide northern Ontario residents with access to a level of health service comparable to that enjoyed in the south. We are making a major effort to help the north become as self-sufficient as possible in the delivery of health care. To this end, we work very closely with the Ministry of Northern Affairs which has a unique service and co-ordinating role for the north within the government.

For example, the underserved area program has been channelling health practitioners into the remote areas of the province, primarily in the north, since 1969. The program provides grants to establish a professional practice or guarantees a minimum professional income.

The total grant is \$40,000 for a family practitioner, paid over four years, and the guaranteed annual income is \$38,000 after expenses.

Today there are 347 doctors in northern Ontario on our program, of whom 108 are receiving incentives. It includes about half the doctors working in the north outside the four largest centres. One measure of the program's success is that it has attracted 35 specialists to take up practice in the north. As a further recruitment measure, the ministries of Health and Northern Affairs provide bursaries to medical, dental and other health students in exchange for northern service after graduation. Last year 71 bursaries of \$5,000 each were awarded.

Similarly, my ministry and Northern Affairs co-operate in a recruitment tour every fall. Representatives of 37 northern communities have their expenses subsidized to visit various health science centres in order to recruit the needed health care personnel. This year more than 1,200 health professionals attended these tour sessions. The recruitment drive has been enlarged to include 14 health disciplines, such as radiologists, chiropractors, nurses, lab technicians, physiotherapists, social workers and audio and speech pathologists, who are in short supply in some northern communities.

My ministry also funds two university programs to encourage medical students to consider careers in the north. The northwestern Ontario medical program at McMaster sends medical students, residents and interns to the north as part of their training. It has proven to be a great success in expanding the number of doctors who opt for northern practice. The northern outreach program at the University of Western Ontario has a similar program for physiotherapy, speech therapy and audiology students. As a result, we have been able to expand all these services in northern areas to hospital-based programs.

2:30 p.m.

Reinforcing the northern medical force, visiting specialists from the south share their expertise with isolated communities a month at a time. The ministry pays the travelling expenses and living costs and the specialists choose between fee for service or a per diem allowance.

In spite of these efforts, however, some problems still persist. Psychiatrists, for example, are especially in short supply in the north and we have some plans to correct this.

In strengthening northern health care, the ministry is interested in buildings and equipment as well as people. We are developing

regional hospital networks, with Thunder Bay, Sault Ste. Marie and Sudbury designated as referral centres for various specialties.

This approach is reducing the need for northern residents to travel to the south to obtain sophisticated forms of care. A prime example is the planned cancer treatment centre at Laurentian Hospital in Sudbury. This will be developed in close co-operation with the Ontario Cancer Treatment and Research Foundation in Princess Margaret Hospital. I would commend my parliamentary assistant and member for Sudbury, Jim Gordon, for his key role in development of this program.

The first phase will significantly enhance services for cancer patients in northeastern Ontario by expanding the hospital's medical oncology unit and providing a full range of chemotherapy. Construction is expected to start in 1983-84 with the centre operational in late 1985. Such centres of expertise have the positive byproduct of making it easier to recruit specialists to the north and for making further improvements to our northern health care service.

The major referral centres are linked with smaller communities and outlying regions by a modern air ambulance service. The fleet consists of a twin jet based in Timmins, a turboprop twin at Sioux Lookout, and helicopters at Thunder Bay and Sudbury, all dedicated to full-time ambulance use. The service began in July 1981 and in the first year of operation made 1,500 flights with patients. Additional medical flights were made by charter aircraft.

As I mentioned earlier, we intend to expand the air ambulance service by assisting in the funding of heliports in 30 northern locations. In addition, the ministry is assessing a report by an outside consultant on the first year's operation to set the direction for the future of the air ambulance service.

We are also enlisting modern communications technology to overcome northern distances through our \$3-million telehealth program. This will create two-way television hook-ups, allowing physicians in remote communities to consult directly with specialists in larger centres.

The ministry has taken further steps to tailor the institutional system to northern conditions. Because many patients have to travel long distances to hospital, they tend to occupy beds for longer periods. Therefore, we are maintaining the ratio of acute care beds in the north at four per thousand of population, compared with a ratio of 3.5 per thousand in the south.

We also recognize the need for more long-term care facilities in smaller northern facilities so that the elderly can remain near the towns where they have spent their lives. The Ministry of Northern Affairs will provide five sixths of the capital funding to build 20-bed, long-term care additions to hospitals in smaller centres. They estimate that about 15 communities are ready to take advantage of this new incentive.

These initiatives, spanning a range of services from general practice to surgical specialties to long-term care, demonstrate the ministry's commitment to northern health care. I foresee the day when all but a small minority of patients will be able to obtain both basic and sophisticated services in the north without having to journey to hospitals in southern Ontario or anywhere else.

In concluding, Mr. Chairman, might I say I am grateful for the indulgence of the committee for what has been a lengthy opening statement to what I hope will be a very useful discussion of my ministry's estimates. In this presentation I have attempted to highlight what I believe are some of the more important areas of concern to us at the present time. It is certainly not an exhaustive listing and I expect other concerns will emerge as our dialogue continues over the time we have allocated to us.

As has been the case with the other estimates I have presented over the last five years, I will endeavour to exchange views with committee members in an open way with a view to informing, sharing and learning. Your views, I assure you, will be carefully and seriously considered.

It is the nature of an estimates presentation that it highlights many of the difficulties, the challenges and the frustrations inherent in any service as large, diverse and essential as our health care system, so we must sometimes be reminded that we enjoy what is certainly one of the finest health care systems in the world. In spite of what happened yesterday, I doubt there is a member who has not marvelled at the skills of physicians at the Toronto General Hospital who twice replaced the herbicide-poisoned lungs of a young man this fall, or the triple transplant done at London University Hospital, or the 500th kidney transplant performed last week at Toronto Western.

We marvel, too, when we hear or read about bodies rebuilt and minds repaired in ways once considered only in the realm of miracles. Every member of our Legislature can take pride in our efforts to protect school children from the scourge of childhood diseases through manda-

tory immunization, which was approved by this House last June. In a period of severe financial constraint we have demonstrated our commitment to our hospital system by providing both extra funds and the most up-to-date technology.

Mr. Chairman, I consider it an honour to be a part of the health care system of this province. Medicare is without doubt the most precious possession of all of us in Ontario and during the course of these estimates I invite you to help me to enhance it.

Mr. Chairman: I thank the minister for his challenging introductory statement. It was certainly unique in the request you made to these committee members to help you in resolving some of the serious problems and concerns you have. We will begin with the response to your statement by the official critic from Her Majesty's opposition, Ms. Copps.

Ms. Copps: Mr. Chairman, I would like to start by quoting a recent extract from a newspaper article, and I would state categorically "the system is a crock."

"The system is a crock." Is that a statement that was made by an opposition member, an irate citizen, a member of the third party, an individual who is dissatisfied with the system? No.

That statement, "the system is a crock," was made by the senior policy adviser for the Ministry of Health in an article which appeared some weeks ago in the *Toronto Star*. When he stated "the system is a crock," he was referring specifically to the myriad of policies, unorganized and disorganized, which cover the aged and those who are in need of chronic care in Ontario, but I think that his analogy is indeed reflective upon the whole system of health care in Ontario.

I would refer the minister—and I am sure he has read the article—to a statement later on in which the same senior policy adviser made it known that the Ministry of Health is about to proceed on a plan or a policy within its limited financial framework to encourage people to keep their parents, their elderly, their patients in need of chronic care in their homes.

How is he going to facilitate the opportunity for people to be kept in their own homes? Is he going to encourage them? Is he going to provide the support systems that have long been sought and have long been asked for by this province? No. He is going to use guilt. He is going to run an advertising campaign based on guilt, because, according to the senior policy adviser, "guilt works."

When we have that kind of a statement coming from a senior policy adviser from the Ministry of Health who is about to embark upon a plan which is supposed to see the transformation of health care for the aged in Ontario, then I say we are in a very sorry state.

I quote the senior policy adviser again, because it is not a statement that is coming from a opposition member; it is not a statement from a disaffected member of the public. It is a statement from a person who is supposed to be contributing in a very intimate way to the development of health policy in Ontario.

The question I would like to ask the minister is whether the health policy in Ontario is going to be developed on the basis of guilt, and whether advertising campaigns are going to be run which appeal to the common denominator of guilt that families and individuals may have when faced with the situation of debilitated spouses and debilitated family members.

Frankly, if there is something I find sick in the system it is a statement like that, where the ministry official can actually place upon the public the onus for a system that has failed them for a number of years and, to quote that same individual, a system that "is a crock."

2:40 p.m.

I refer to the minister's own statement on page 15 where he admits, without even a sense of embarrassment, that "the first obstacle is the absence of an agreed-upon provincial health plan or design that can be implemented at the local level." It has been my understanding that we have had one government in this province for almost 40 years. We have had one government that has been in a position presumably to develop a consensus, to develop a universal provincial health plan. I have to ask you why that has not been done.

In his opening remarks the minister refers to the role that established programs funding is playing in this situation. I am quoting his concern that the new Canada health act and the federal government are playing some kind of a bogymen role with respect to the provincial health system.

Again, it is a diversion, it is a muddling, it is a distortion of the facts. The minister knows full well that when it comes to health financing at the provincial sector, the federal government has not reneged on its commitment, has not cut back its commitment and indeed is continuing its commitment to health care at the rate of inflation.

I would have to say that for the minister to

come in and in an organized statement start attempting to lay the blame for the state of provincial health care on the federal government is simply not acceptable. It is a distortion of the facts and it is not a reflection of the true reality in Ontario. I am frankly surprised that the minister would stoop to that level when he knows full well that health funding and health financing was one of the key areas upon which the federal government did not want to cut back in the established programs financing renegotiations.

Just in a very general way, let us take a look at the manpower summary for the Ministry of Health which we will be looking at when we get into estimates. I understand the minister may feel that I cannot read estimates. I can read numbers probably as well as he can, notwithstanding my limited experience as a Health critic of some six months and my membership in the Legislature of some less than two years.

I would refer the members to page 106, in which we look at the increase in manpower in all areas of the provincial health budget. I would again refer the members to the minister's commitment and to his personal interest, as stated in estimates, in the problems of mental health care as one particular example.

He talks about patients' rights; he talks about his own personal commitment; he talks about the difficulty in developing programs for ex-psychiatric and psychiatric patients. Yet, when you look at the manpower summary for 1982-83 as opposed to 1981-82, classified staff as of April 1982, main office, is up 11 per cent, 50 people as opposed to 45 people.

Financial services are down; supply and services, down; personnel services, down; information services, up; analysis and planning, stagnant; audit services, up; future research, down, notwithstanding the discussion we have had about all the research we need in order to be able to quantify the directions in which we should be going.

District health councils are up by 22 people from the previous analysis; program administration, down; psychiatric services staff, which the minister will note was 6,890 as of April 1, 1981, is actually going to be decreased to 6,630 in 1982, a drop of 260 staff; this from a minister who professes to be acutely concerned with the problems facing our psychiatric community.

Psychiatric services are down; emergency health services, down; institutional care services, down; laboratory services, the same; program administration, the same; mental health,

as I said, down; district health councils—actually when you bring it up there, district health councils are down too.

What we are looking at is a staffing component in 1982 in which almost every area within the Ministry of Health is reduced except for the main office.

You may disagree with this, but one of the main problems we dealt with when we travelled across Ontario and tried to talk with people who were working in the field is that they are of the opinion that fewer and fewer people are being called upon to deliver the same work load, to deliver the same services. In fact, when you are talking about cutting back on your budget, when you are talking about toeing the line, you are toeing it on the backs of employees who are being forced to carry a greater and greater work load, and at some point the system will simply collapse.

I would suggest that if you're looking at cutting back on staffing, the staffing component should be cut back at the main office level and not at the level of psychiatric services, for example, particularly when you profess to have such a profound interest in the whole area of psychiatric services within Ontario.

Let's talk for a moment about mental health and the commitment you've had to psychiatric services and aftercare services. I don't know whether the minister personally has had a chance to visit Penetanguishene, but I, frankly, would not have my dog staying in the facility at Penetanguishene.

If the minister had an opportunity to go through the facility personally, I think he would back me up on the conditions under which those people are living, albeit 50 per cent of them are on Lieutenant Governor's warrants and 50 per cent committed because they are considered to be dangerous or have other pathological problems. Nevertheless, when you have people living like animals, they will continue to act like animals. That is exactly the situation at Penetanguishene, which I witnessed with my own eyes and, as I said previously, I would not have a dog living under those conditions.

I tabled with the minister in the House the social adaptation treatment program, in which it states clearly and specifically that one of the so-called rehabilitation components is to refuse to allow a patient an opportunity to speak with other patients at any time throughout the day other than with the approval of a specific staff member who is responsible and involved with that program. What that means in at least one

case is that there is an individual there who is locked in silence 23 hours a day and who has no recourse simply because he has been determined to be a part of the social adaptation treatment program.

I followed with my own eyes a treatment program that involved a number of patients, probably in the neighbourhood of 25 to 30, sitting on a floor with one of the guards in a chair while they were expected to analyse each other and to provide negative and positive comments about their behaviour, etc., much in the vein of the MAP—motivation, attitude and participation—treatment program that was investigated by your ministry two years ago at the St. Thomas Psychiatric Hospital. To the best of my knowledge, the results of that internal study have never been made public. In fact, it is my understanding from speaking with a number of patients at Penetanguishene that the same reward and punishment system as existed under MAP at St. Thomas is flourishing at the Penetanguishene Mental Health Centre.

I think the minister is well aware that the Ontario Public Service Employees Union has called for an investigation. Media, such as the Toronto Star, have called for an investigation and our party has called for an investigation. The only way you are going to get to the bottom of a situation that actually led in the space of 33 days to four suicides—I don't know whether the minister has had a chance to be privy to the findings that have emerged to date from the Mitchell May suicide, but I had the opportunity of having someone at that hearing.

In fact, Mitchell May was diagnosed as suicidal. No one on the ward even knew he had a problem, that he was suicidal. He was found with two towels in his cell, which is absolutely against the rules. He was in a cell where he was supposed to be examined every 15 minutes by law. No one had seen him for 50 minutes because they had been involved in another activity, and he had taken the opportunity, presumably, of using two towels to take his own life during total nonsupervision for 50 minutes.

The minister is well aware that four such incidents occurred at Penetanguishene within the space of 33 days. I think it is an unacceptable record. If the minister has the opportunity to speak with the coroner in that area, he will find the coroner's office is very concerned about some of the mixed messages that seem to be coming out of Penetanguishene. The coroner's office had to respond to local community complaints in Midland about just what is going on

behind those closed doors and whether those patients are being treated with therapy which is going to result in an opportunity for them to improve, or whether they are simply being incarcerated and treated as either guinea pigs or as the forgotten people of our society.

2:50 p.m.

The minister has attempted, in setting up the community advisory committee and the patient advocates, to deal with this, as he states in his opening statement. I would have to say that if he were really concerned about having patients' rights aired in an impartial setting then the advocate must of necessity report to someone outside of the institution. The community advisory committee must have power to make changes in institutions. If they are merely acting in an advisory capacity to a director or someone within the institution then he will see the continuation of a very incestuous situation where changes are not made because everything is kept within the confines of those four walls.

I know the minister is certainly very concerned about the situation regarding homes for special care. I would have to reiterate my shock and concern at the total lack of ministry involvement in the situation that presented itself in the home at Jacksons Point some years ago. The minister can say this is a situation that happened a year and a half ago. It is a death that has been passed and gone, and unless I have further information to bring to his attention, he cannot act on it.

I would ask the minister to get a copy of the transcript from the coroner's inquest into the death of Jimmy Black, in which the chief social worker for Queen Street Mental Health Centre was asked whether he felt it was adequate for a 19-year-old girl with a grade 9 education to be responsible for looking after 18 retarded adults.

His response was not what it should have been, and that is an unequivocal no. His response was, "I would have to look at the individual situation." This, after he personally had been informed of a situation of alleged brutality at the home involving the son of the owner. This, after the field worker who is responsible for homes for special care in that area was not only informed in writing but actually attended a community meeting, including six other professionals from the region of York, to discuss problems, including that the men smelled and the home smelled, they were not getting proper nutrition, were not getting enough spending

money and were running in gangs in the community.

The field worker in question took it upon himself not even to respond, but to finally send a letter three months later in which his response was: "Mr. Jackson tells me the men are getting two baths a week now. Mr. Jackson tells me the men are getting shaved. Mr. Jackson tells me that he has advised the men to walk in the other direction." We are getting complaints from the community about men running in gangs. How do we solve it? We solve it by asking the men to walk in the other direction.

That is the letter that came from the field worker from the Ministry of Health in response to a community meeting that was held because of concerns about this home. I reiterate one of the very important concerns that was never addressed was the concern that men were coming to the ARC workshop with bruises, that there were obvious situations of brutality that they were facing and that a number of them stated that they were afraid of the owner's son.

Subsequent to that, as the minister knows, against the recommendation of the tri-ministry report which, upon looking at the situation facing retarded patients, recommended that no retarded patients be placed in homes for special care, the ministry contravened the recommendations of the tri-ministry report. The ministry placed Jimmy Black in that home and very shortly thereafter he was involved in a fight with one of the sons of the owners which resulted in this death.

The minister can say that it was an isolated situation. The minister can say that it was an individual circumstance. In fact, when you have the chief social worker, who can actually sit at that coroner's inquest and say he felt that the supervision of 18 retarded men by a 19-year-old girl with a grade 9 education was adequate and suitable, then I would say that you have either to look at revising your policies or you have to look at replacing personnel because that is certainly not acceptable. If those are the criteria that are being applied in homes for special care across this province, then God help those who are placed in homes for special care.

In the area of psychiatric aftercare, I could read letter after letter, and I'm sure the minister is familiar with many of them that came, partly in response to the article called The Parkdale Syndrome that appeared in the now defunct Canadian magazine. I have on file, and I have sent to the minister, letter upon letter from people all over Ontario who have testified that

the Parkdale syndrome, the problem of housing for ex-psychiatric patients, is not simply a Toronto problem. It is a problem all over Ontario. I can show you letters from St. Thomas, London, Windsor and Ottawa where people have seen, either from personal involvement or from their involvement in the community, that the Parkdale syndrome is not a Toronto program.

The minister came in shortly after his investiture with \$2 million for ex-psychiatric aftercare. That is terrific; \$1 million to Toronto and \$1 million across the rest of Ontario.

First, the rest of Ontario represents approximately three quarters of the population. Second, \$2 million is merely a drop in the bucket in ministry priorities. It is not enough to even begin to address the very serious problem that is facing our ex-psychiatric patients.

When I talk about the homes for special care and the difficulty I perceive presently, the situation will become even more acute as the Ministry of Community and Social Services moves ahead with its policy to deinstitutionalize those who have suffered learning disabilities or who are mentally retarded. I think it is laudable, and all of us agreed when psychotropic drugs came into fuller use that the ideal situation for those persons is to have them living in the community where possible. I hope we have removed ourselves from the Dark Ages where we simply threw people into an institution or locked them up.

That is not what we are looking at. We are saying that when you move to a policy to deinstitutionalize—whether it be in the psychiatric area, which occurred 10 to 15 years ago as a direct result of ministry policy or whether it is a result of future policy with respect to the mentally retarded—then the Ministry of Health, and in the other case the Ministry of Community and Social Services, and the government must guarantee that the proper support systems are applied so those people do not find themselves in a situation such as that faced by Jimmy Black.

The minister also spent some time talking about the situation facing the aged. I am sure he is very familiar with the brief of the Friends of Chronic Care Patients. They outline some of the very serious difficulties presently faced by those people who are in private nursing homes under the jurisdiction of the Ministry of Health. I was happy to see the minister began to question the fact that these private nursing homes are given immunity from any kind of public scrutiny simply on the basis that they are

private organizations and are motivated by a simple thing called profit.

I can recall attending an annual meeting for the homes for the aged about a year and a half ago. The Minister of Community and Social Services was going to attend but was replaced by his deputy minister. He was questioned very strenuously by people in the audience who said: "Why is it that we in homes for special care have to adhere to very strict ministry regulations regarding programs? We must adhere to very strict regulations regarding our staffing components, development, etc., when nursing homes across the province, while they are subject to an inspection service which is financed by the Ministry of Health, don't even have to open their books. They don't have to open their inspection reports to the public."

We are not talking about a very costly item. We are talking about publishing information which is presently culled by a government agency to look at how nursing homes across the province measure up, one against the other.

If I were in the unfortunate position of having to place a relative of mine in a nursing home in the community of Hamilton, I would like to be able to go to a registry, a registry that is presently compiled by the ministry, and see whether or not the rating system for the nursing home that I was considering was a proper category; whether the nursing home met the kind of standards the ministry was demanding and the kind of standards I would demand.

That information is not available. When the deputy minister at that time was questioned he said: "This is a private enterprise. It is a private organization. We cannot require them to have programming. We cannot require them to open their books." As the minister says in his own statement, there are literally millions of dollars of government money being poured into these organizations.

3 p.m.

If you look at the major increase in spending in the area of mental health, the major increase in spending for 1983 is exactly for that—homes for special care, the kinds of places licensed by the ministry where Jimmy Black eventually met his demise. If you look on page 116 of the estimates, you will see that under 1981-82, actual spending was \$74,608,000 and the amount allotted for 1982 is \$83,231,700—\$83 million going to transfer payments to homes for special care across this province, the very same homes that don't even have a level of supervision to require that the person in charge be someone

other than a 19-year-old girl with a grade 9 education, those very same homes where one of the owners—

Mr. Pollock: On a point of privilege, Mr. Chairman: I'm getting sick of listening to somebody running down people with a grade 9 education. That is what I've got. I take an offence at it.

Ms. Copps: Mr. Chairman, I don't object to the fact that the member may have a grade 9 education. The point in this particular section is that in nursing homes, in health establishments such as that from which Jimmy Black came, there are certain standards which the ministry requires. The question in the death of Jimmy Black was whether a 19-year-old girl with a grade 9 education was able to be responsible for 18 retarded adults.

We are talking about a minimum level of standard for supervision. I know many people who have much less than grade 9 who are able to function well in society, but if the ministry is spending \$83 million in transfer payments for homes for special care, then surely it should be able to demand a certain minimum level of qualifications for those people who are responsible for supervising.

In fact, the owner of this home for special care where Jimmy Black died worked 47 hours a week in another municipality as a fireman. He was supposed to be ultimately responsible for running the home. How can you be responsible for running a home when you work 47 hours a week in another municipality? The reason I raise the issue is that when the chief social worker of the homes for special care for the whole of Ontario was asked whether he felt the supervision was adequate at this home he said, "I would have to see the individual," knowing full well that that individual had been running the home already for a number of years and that individual had been involved in the fight that ultimately led to Jimmy Black's death.

I don't think it is a question of running down anybody's education qualifications. It is a question of transferring somebody from a 24-hour-a-day institution like the Queen Street Mental Health Centre where medication is being given out by professionals like nurses to a home for special care where there are virtually no qualifications regarding who is giving out medication, etc.

I certainly think it is a question that the ministry must address, not a year from now when they finish their report but immediately.

It's a question that deserves addressing, because if we don't look at it immediately we are going to find ourselves facing another tragedy like the tragedy that was faced by Jimmy Black. If the member took exception to that, I apologize because I meant no ill feeling towards his educational background.

Mr. Chairman: Thank you for your clarification, Ms. Copps.

Ms. Copps: I would like to talk a little bit also about the minister's commitment, or alleged commitment, to health service organizations. I think it is laudable and I am happy to see, notwithstanding the fact that he dismissed our report as shallow and full of inaccuracies—

Hon. Mr. Grossman: I have a lot more adjectives I could share with you.

Ms. Copps: —although he didn't have a chance to read it, that the minister has taken the opportunity of adopting some of our recommendations.

One is giving permanent status to health service organizations. However, I would have to question the depth of the commitment, when the amount of money that he has set aside for health service organizations over the next three years is something in the neighborhood of \$150,000. When you are talking about a budget of over \$6 billion, a lot of the flowery phrases regarding your commitment to health service organizations pales somewhat when you look at the amount of money you are actually prepared to put into it, to the tune of \$150,000.

Who are you trying to kid? Either you are committed to it and are going to be committed to it financially, or you are going to give \$150,000 and say that it is merely a drop in the bucket that doesn't do anything to actually extend the need for health service organizations across Ontario.

One of the other issues I would like to touch on is the whole issue of the Hospital for Sick Children. I know the minister will want to turn this issue over to the Attorney General (Mr. McMurtry) and to other committees that may be discussing ways of changing and revising the distribution of medication within Ontario. But I would have to say, as a consumer in the health care field in Ontario, the fact that the level of digoxin in the medication could go so high for so long and that the administration at Sick Children's Hospital could choose by its own volition not to report that to the coroner and choose to conduct its own internal investigation really raises some very serious questions about just

who is running this province, running our hospitals and running this health care system.

I think the ministry's quick move to strike a committee which will then examine the way in which medication is given out in the future is very little solace to those families who were struck in this tragedy. The ministry's response to date has been paltry and inadequate.

There is another issue I would like to touch on. The minister talked in his remarks about his commitment to preventive health care and to actually making prevention a reality rather than simply paying lip-service to it. I would like to say one area, which we raised in the Legislature, in which the ministry could make a very substantial commitment and which wouldn't cost the taxpayers of Ontario a penny, is encouraging breast feeding in this province. The minister is no doubt aware of the statistics on breast feeding and of the commitment made by the Canadian government to the World Health Organization and of the fact that breast feeding is the ideal way to reduce gastroenteritis among young babies and the ideal way to develop natural antibodies and immunities in children. It is the best way to prepare a young child with a healthy body to enter a world where he or she may be facing a lot of environmental stresses along the road.

Instead of promoting breast feeding and making sure that our women across Ontario are encouraged to breast feed wherever possible, instead of encouraging this, in our own public hospitals we give out information and free samples of formula which is inaccurate and in many cases potentially harmful to the child's digestion.

3:10 p.m.

I raised those issues in the Legislature. I'm sure the Minister of Consumer and Commercial Relations (Mr. Elgie) received a copy of the handbooks which are given out in most hospitals across Ontario. I believe that if the minister wants to take to heart the issue of prevention, then one very low cost way to start would be in the whole area of breast feeding. Let's stop giving out free samples for infant formula in hospitals. Let's start promoting breast feeding by making sure that not only mothers across this province, but also professionals in the field are aware of the advantages of breast feeding.

If the minister is interested, I am sure that he could get a copy of the statement from the American Academy of Pediatrics. There is no doubt a copy within his ministry of the Health

and Welfare brochure on breast feeding that is given out which outlines ways to increase breast feeding in Ontario.

It states: "Breast feeding is strongly recommended for full-term infants except in the few instances where specific contra-indications exist. Ideally, breast milk should be practically the only source of nutrients for the first four to six months for most infants. When a nursing mother is healthy and well fed," as I hope most women in this province are, "fluoride and possibly vitamin D may be the only supplements which need be given to the infant. Iron may also be given after four months.

"Because the decision to breast feed or not is the result of many factors, including education, cultural background and personality, information about breast feeding should be included in nutrition and sex education in the schools. This information and education should also be provided for boys because the husband's attitudes are important in successful lactation.

"There is also a need for all physicians to become much more knowledgeable about infant nutrition and the physiology value and technique of breast feeding. Education about breast feeding should be directed to the undergraduate curriculum of physicians and nurses and to the residency training program of obstetricians and paediatricians.

"The routine in many hospitals makes breast feeding difficult. Therefore, efforts should be made to change obstetrical ward and neonatal unit practices to increase the opportunity for successful lactation. Changes may include the following," and these would relate directly to our practices in hospitals at the moment.

"Decrease the amount of sedation and/or anaesthesia given to the mother during labour and delivery because large amounts can impair suckling in the infant. Avoid separation of the mother from her infant during the first 24 hours. Breast feed infants on an on-demand schedule rather than on a rigid three- to four-hour schedule and discourage routine supplementary formula feedings in hospitals. Reappraise physical facilities to provide easy access of the mother to her infant.

"Rooming-in of mother and infant is important to successful lactation. Many women require encouragement to foster the milk ejection reflex. Therefore, the personnel involved in the care of pregnant women and new mothers should be psychologically oriented towards breast feeding and should be well informed about the prepara-

tion of the breast lactation and the management of breast feeding. Nursing personnel with experience in breast feeding can be extremely helpful. In addition, mothers should be taught the details of breast feeding during prenatal classes as well as during the post-partum period.

"Consultation between maternity services and members of the Laleche League International or the Human Lactation Centre may be helpful in encouraging breast feeding. The availability"—and this is important in relation to the practices presently encouraged in Ontario hospitals—"of infant formulas and other infant foods has influenced infant feeding practices throughout the world.

"Apathy and lack of knowledge about infant nutrition by health professionals and the medical profession have been important problems. Effective and, at times, unfair publicity of formula feeding, lack of financial support from governments in developing countries and the need for many women to work outside the home have also been contributory factors. These factors have resulted in a decrease in breast feeding in sections of society where formula use may not be suitable. Breast feeding, along with provision of inexpensive multimix weaning foods, have been suggested.

"Many women in both industrialized and developing countries now work outside the home, either for economic or personal reasons. Therefore, it is recommended that countries adopt legislation to enable new mothers to obtain three or four months of leave after delivery to care for their infant."

Basically, what this article is saying and what the community that is particularly concerned in promoting breast feeding among young mothers is saying is there is an opportunity at absolutely no cost to the taxpayers of Ontario to provide a proven method of child nutrition which allows the child to develop the antibodies and the protection against future disease and against gastroenteritis which is so important.

The minister is no doubt aware that about 98 per cent of those young babies who suffer gastroenteritis have been bottle-fed rather than breast-fed. There is a direct relationship between the ability of a young child to move nutritionally into the world and to be equipped with all the antibodies that he or she needs in an ever-changing society. There is a direct relationship between that and breast feeding.

Within Ontario, notwithstanding all of the evidence, which, I'm sure the ministry will agree points to the superiority of breast feeding over

bottle feeding, we continue to give out information in our hospitals which glamorizes the use of bottle feeding and which includes free samples where, in a weak moment, the woman may turn around and decide, "I'm going to chuck this breast feeding because it can be difficult at times and go with the bottle feeding," instead of taking this no cost opportunity to allow the woman to breast-feed the child where possible.

If the Ontario government would choose to endorse the recommendations of the World Health Organization as signed by the Canadian government, that is, to directly control the information and the materials that are given out in public hospitals with respect to breast feeding and bottle feeding, then we would see a direct correlation between that restriction and the antibodies and the healthy level of babies in our hospitals. That can be proven. That is a no-cost item that involves prevention. It is something that the minister may shake his head about, but it is certainly a phenomenon which can be proven.

Hon. Mr. Grossman: Was I shaking my head?

Ms. Copps: I perceived you to be shaking your head, but I could be incorrect.

Hon. Mr. Grossman: You were incorrect.

Ms. Copps: Okay. I saw you to be shaking your head, but I am mistaken. Whether he shakes his head or not, if the minister agrees, then it is incumbent upon him to issue a directive now by which hospitals across Ontario cannot give out infant formula and should not be giving out free formula to nursing mothers to encourage them not to breast-feed but to bottle-feed.

Mr. McClellan: The minister should be strapped in his chair.

Ms. Copps: I would like to take some time to go over some of the concerns that have been raised on an individual basis, and the minister is no doubt aware of many of them, with respect to issues that cross our desk at a number of times. Since I know he is concerned with costs in the health care system, I wonder whether he believes that the BOND program as it is presently constructed is responding to the needs of hospitals to generate extra income and whether he has developed any parameters such as those suggested by the Canadian Federation of Independent Business in the letter I believe he received from John Bulloch.

I don't know whether he has had an opportunity of meeting John Bulloch yet, but I know that the federation did indicate some concern

about the ministry's foray into the private sector via the hospitals of Ontario through the BOND program. I'm sure he may want to comment on that as we get into the estimates.

One issue I'm sure the minister is acutely aware of, and I have mentioned it before, is the whole issue of the funding of psychiatric facilities all over Ontario. I have received correspondence from an individual who is very concerned that in the Niagara region of Ontario most of the psychiatric patients are funnelled through the Hamilton area and the Niagara region is considered to be an extension of the Hamilton area for psychiatric purposes.

This individual points out very clearly that the Niagara region is not an extension of the Hamilton area and that there are virtually no follow-up and support systems for newly diagnosed and newly discharged psychiatric patients in that area. Niagara, according to the correspondence, is one of the areas in the province where the ratio of schizophrenic patients is the highest per population over all Ontario. That is something that certainly bears looking into.

I think that particular problem of the discharge policy for psychiatric patients was made very clear to me. I was very surprised by something the minister mentioned in his statement in that he felt that perhaps the public health unit could have a role to play with ex-psychiatric patients. It's unfortunate that the minister has had no opportunity or not time to participate in any of the discussions leading up to the Health Protection Act, because if he had had the time to either read Hansard or had come to the hearings, he might have heard from the president of the Society of Medical Officers of Health, who made it very clear that the public health units had no intention of getting into the area of ex-psychiatric patients. In fact, an amendment by our party to have ex-psychiatric aftercare as one of their terms of reference was roundly defeated by the government's own members.

I believe either the minister is mistaken or the president of the Society of Medical Officers of Health is ill-informed when he says that they have nothing to do with ex-psychiatric patients and they have more pressing and current problems. They simply don't want to get into the whole area of ex-psychiatric patients.

3:20 p.m.

The minister may be aware that when we travelled to the North Bay Psychiatric Hospital, which, I might add, is another facility about which the minister can hardly be proud, the

administrator at the hospital was of the impression that psychiatric patients discharged into the community in northeastern Ontario were being followed up by the local health units. In particular, when we subsequently travelled to Timmins, we asked the local medical officer of health there how he was making out with his follow-up of ex-psychiatric patients. He said he had nothing to do with them because it was an area that he could not handle and simply was not able to absorb.

Here we have the director of a psychiatric hospital, who is discharging patients into the whole of northeastern Ontario, stating that the local health units are responsible for their follow-up. Then you arrive at the local health units and the medical officer of health there states that they have nothing to do with the follow-ups for the ex-psychiatric patients. Obviously, there seems to be a lack of communication.

I think that lack of communication extends to the comment the minister made in his statement when he said he felt it was important perhaps that the public health units get involved in aftercare for ex-psychiatric patients, which is a direct contradiction of the statement made by the president of the Society of Medical Officers of Health when he stated that they didn't want to get involved with ex-psychiatric patients because they had too much to do in other public health areas and they simply didn't have the facilities, the time or the wherewithal to deal with the problem of ex-psychiatric patients.

While I am on that subject, the minister also touched on the psychiatric manpower shortage in Ontario. I think he is well aware that in the North Bay Psychiatric Hospital they were able to hire a psychiatrist probably about a couple of weeks before we showed up there. It was interesting. We kept asking the administrator at that time how they were able to function with upwards of 300 psychiatric patients and no psychiatrist. The administrator kept saying, "We have a psychiatrist. The only problem is she doesn't have her papers yet."

I found it somewhat analogous to a surgeon performing an operation who hadn't gone through his or her final exams. I think if I were in a position of being a patient of someone who was a psychiatrist, I would like to have a practising psychiatrist and not someone who simply hadn't got his papers yet.

When the minister has a chance to go through North Bay Psychiatric Hospital, he will see an open facility in which men and women share what amounts to literally a very large room.

There is a hallway, but the walls separating the men from the women in the forensic unit, for example, are cut out. It is a total open concept system, comprising about 10 or 12 beds in which the only time that the patients have the opportunity for any privacy is when they are allowed to draw the sheets around their beds to change before they go to bed at night. If I were in a position of having a nervous breakdown and having to go to one of these hospitals, that total lack of privacy, that total absence of a personal touch, would certainly not be one of the factors which would lead to my rehabilitation.

They are also very active in what they call behaviour modification, which basically means that they have four groups: A, B, C and D. In group A, when you arrive at the unit, you are stripped of your clothes, put into what amounts to prison garb and sleep on a small cot. If you are very bad, if you misbehave, you are put on a mattress on the floor, again in prison garb.

If you are good, you will progress up to a second pod, which is in very Spartan surroundings, but you are allowed to wear your own clothes. If you are very, very good, you move into an area where there are about six beds per room with a supposedly luxurious setting. The luxurious setting would make a summer camp look like a palace.

The other difficulty with the North Bay Psychiatric Hospital is that it is literally miles from town. I'm sure that if the minister has the opportunity to check into it, he will be aware of the fact that before we travelled up there the administrator held a meeting with all of his staff people in which he quizzed them about possible combinations and permutations of questions that could be asked by the Liberal Party, including one particular case—and I'm sure the minister will apprise himself of it—where a patient died some time in the middle of the night. Contrary to the law, the individual who was responsible for coming out to check on that patient didn't really feel like driving out because it was a long way out and, after all, the patient was already dead. He decided that he would wait till the next morning to come out and sign the death certificate.

He did come out the next morning, some hours after the individual died, which was quite in contravention of the law. The director asked this individual what he would say if the Liberal health committee found out about this and asked him why he didn't come out to sign the death certificate at that time. It is obvious to me that the director was aware of at least some

cases where the law was being violated. Not only did he not attempt to do anything about it, but he attempted to keep that information from a health care committee that was studying the situation on a province-wide basis.

We questioned the administrator on what happens to people once they leave the North Bay Psychiatric Hospital. Basically, his response was that they are readmitted to their communities and it is up to public health units to follow up on them. When, as I said, we went to the public health unit, nobody was following up on them; nobody knew what happened to them. That probably accounts for the fact that the rate of return in psychiatric institutions like the North Bay Psychiatric has gone up about 100 per cent since the ministry began its policy of deinstitutionalization.

On that whole issue of information that is going out, when I had an opportunity to visit Penetanguishene, and I'm sure that the administrator, Mr. McKerrow, will back this up because he was present that day, when I walked into the maximum security division of Penetanguishene, known as Oak Ridge, I went through the facility with the administrator and I walked into one area in which was posted a letter which supposedly was an announcement about patients' rights.

The letter was approximately nine years old and it had been signed by a previous administrator. It began with something to the effect of, "I am required by law to post this letter, but if you feel you want to take advantage of it, forget it. We like to deal with our problems here in a private way. We don't like to have them out in the public eye, and if you choose to exercise your rights, it's just going to cause problems for you. Please deal with your problems privately. We would like to discuss them with you," and so on.

When I walked into this room and looked at this very yellowed announcement that was up on the wall, I said, "What's this?"—referring to the date 1973 on the letter. The administrator said, "I've never seen that before. That's coming down tomorrow." Presumably, he took it down the next day. The question I have to ask, Mr. Minister, is during your tenure, your predecessor's tenure or whoever else is looking into what's happening at Penetanguishene, how can they go for nine years and leave up a notice which not only discourages patients from seeking to exercise their rights, but actually includes veiled threats? I have to wonder who is being responsible for the institutions and who is running the institutions.

The minister knows full well that before the arrival of Mr. McKerrow on the scene at Penetanguishene, they had a wonderful invention that they called the pod. The pod included an experimental session, which patients were encouraged to participate in, in which they stripped naked, went into this particular enclosure, from which they could be filmed, for a couple of days. They took their food through a straw, as they were in naked with another patient or a couple of other patients. After two days inside the pod they were photographed and required to come out and analyse their photographs and see how they felt about themselves and whether this would help them in coming to terms with their own problems.

When Mr. McKerrow came in, it's my understanding that the pod was discombobulated and done away with, but the Barker bed, which was also an invention of the same individual who dreamed up the pod, is still very much part and parcel of what is happening at Penetanguishene. The Barker bed is basically a concrete slab upon which people sleep when they are determined to be so violent that they cannot sleep in a normal bed. They are given a hair mattress in the evening that they can sleep on.

I think if the minister has an opportunity in his travels, he should take a look at somebody like Henry Kowalski. The minister, no doubt, knows that Henry Kowalski was in Penetanguishene for a number of years—in fact, for many years. He was recently transferred to the Queen Street Mental Health Centre. It is my understanding that once he transferred to the Queen Street Mental Health Centre his ability to interact with other people and his behaviour improved dramatically. That says to me that either the treatment method at Queen Street is dramatically different or something radically wrong was happening at the Penetanguishene Mental Health Centre. I would have to say it is all a case of perceptions and I will give you what is a very crude example of that.

3:30 p.m.

When I toured Penetanguishene I had an opportunity of speaking with one of the guards who was relating to me the fact that not only was Mr. Kowalski bizarre, but his family was bizarre because Mr. Kowalski, who in moments of social unease has a habit of defecating, was defecating in his cell one day with his mother present, when his mother picked up the faeces, wrapped them in Kleenex and put them in her purse. The guard was relating this to me as being a case of not only the patient himself being

disgusting, but of his family also having problems by wrapping up the faeces and putting them in a purse.

At the time I thought that sounded really strange, but I had an opportunity of speaking to other women, to other mothers. The people with whom I spoke indicated to me that in many cases if a mother feels that her child is in a situation where its behaviour will cause it to be punished, she will do that, not out of a sense of not being absolutely au fait intellectually, but because she wants to protect the child or the patient, as it were, and that it was in that context that Henry's mother would wrap up the faeces and put them in her purse.

Here you have a guard in the jail who related this story as a case to illustrate that not only was Henry out of his league, but also he had family members who had problems. I think when you have that kind of mentality expressed by the staff, there is a definite problem, because if you talk to other mothers I am sure you will see that mothers have an instinct where they want to protect their children. If she felt that her son was going to be punished in this situation, then she would take the action where she would want to hide from them the actual act that was committed by her son which would lead him to problems.

It sounds very bizarre, but I think it indicates the fact that we need to inject a new sense of caring, a new sense of humanity, even when dealing with very troubled and difficult individuals in a place like Penetanguishene. I think that society in general tends to be judged by the way that it treats those people who are in greatest distress or those people who have the least ability to treat themselves.

That is the way the Ministry of Health must be judged by our society, not only in the way that it can carry out a double lung transplant, which is tremendous—and I think all of us are very impressed by the technology and the work that is done in some of our hospitals, which is incredible—but we are also judged by the way in which we treat those who cannot help themselves, those who in many cases, because of their own difficulties and also because of the refusal by our government to implement some of the sections relating to the aggravation of Lieutenant Governor's warrants, find themselves many times, for years and years, locked up in institutions from which they have little recourse. In fact, even with the new advocate system, they will still be very tied to the institution. They don't have an outside arm and they don't have

an outside ear. Even the prisoners in our jails in Ontario have access to an Ombudsman who is outside their institution. That is not the same right that is accorded our psychiatric patients.

I think another area the minister touched on very briefly—and I was disappointed to see that he hasn't gone ahead with the implementation of the paramedic program, although I may have misunderstood him in his statement—is the whole area of emergency health services. The minister is no doubt aware that there is a growing concern among a number of communities across Ontario that the number of dollars presently being spent on emergency health is not meeting the demand or the need.

I can think specifically of a question raised by my colleague Ron Van Horne in the Legislature some weeks ago regarding the purchase of portable radios for the emergency service in London. It was said that the ministry didn't have the funds available and was not in a position to purchase these radios at that particular time. Literally two or three weeks after that fact, a woman was involved in a very serious accident which the ambulance officials believed could have been averted had this equipment been made available.

I am again encouraging and urging the minister to move ahead with the paramedic problem as soon as possible. It is something that has been a long time in the making and it is something that it was my understanding was going to be operational at the beginning of next year, but it now seems to be my understanding that the operation will only mean the training and it won't actually be operational until six months or a year from now. Maybe you can clear that up as we go along.

There are a couple of other issues I want to talk about. One is specifically relating to northern Ontario. The minister has stated in his comments that he has set out northern Ontario as a priority. I note, with satisfaction, that he has set the bed ratios in northern Ontario somewhat higher than he has in southern Ontario, which I think is very important.

However, I would have to ask the minister to take a look at a study done, I believe at Lakehead University, in which it was illustrated that in northern Ontario, because of isolation and other factors, they tend to have a higher bill for health care, but on a per capita basis less is spent in northern Ontario than in southern Ontario. That particular study is no doubt dated; I think it is probably about two or three years old.

It seemed that in our travels to northern Ontario recently a number of the complaints that existed at that time still exist and that the difficulty many northern Ontarians feel is that when they do want to seek treatment, sometimes they are required to come to southern Ontario. Indeed, there was a tremendous time devoted in your opening statement to the development of things like helicopters, etc., which were going to link everybody operationally.

I think that what the people of northern Ontario would prefer is the development of regional treatment centres, and I'm happy to see that you have done that in the area of cancer treatment. The minister is no doubt aware of the horror stories of people, including the mayor of Hearst, who was supposed to appear before our committee when we came to Timmins, but was unable to come because he had to drive his young son to Ottawa for cancer treatments. In many cases, the cost on families, not to mention the cost on the health system, of actually driving a young person, or flying him in many cases, to treatment, putting up in a hotel and staying sometimes even weeks in order to be able to accommodate treatment, has simply been intolerable in the north.

Likewise, with respect to the issue of the deficiency in specialties, speaking with people from northwestern Ontario, I understand that only recently are they starting to feel that they are beginning to meet the need in a number of specialty areas. At the same time that the need is starting to be met, the minister has introduced the manpower cutbacks which will ultimately result in a decrease in specialists, particularly in the north, and more acutely by 1986.

You are no doubt aware of the section of the Lowy report set aside for psychiatric care in which Dr. Cleghorn of McMaster University, among others, paints a very critical picture of what is going to happen over the next four years if the minister goes ahead with its decision to cut back on a 2-5-5 basis residency positions over the next four years.

The ministry has not addressed the problems, as outlined in the Lowy report, of distribution geographically. Until those problems are met, it is very difficult to proceed with the plan for massive medical residency cutbacks when you are going to exacerbate what you already perceive to be a problem, by virtue of your own estimates, in terms of northern Ontario's supply of medical personnel in 1982. If you think that you have a problem in 1982 and that some of your programs are starting to address those

problems, if you proceed with the manpower cutback, you are going to find yourself in a crisis situation by about 1986.

3:40 p.m.

That also leads me into another area which the minister has chosen to outline in his report, and that is in the whole area of francophone services. I would have to say, if you were really interested in developing French language health services, that the places where you must begin are out in the community where the service is being delivered and not simply within the ministry in translating documents, etc.

One of the striking and difficult observations that we came across in our travels across Ontario is that the great majority of Ontario hospitals, particularly in areas where they would be serving a large francophone population, not only do not recognize a need to function in a bilingual way, but they simply do not recognize that there is even a problem in dealing in the area of newborns and young children, for example in paediatrics. I can recall being in Sudbury and discussing with a paediatrician how they dealt with young children who came into emergency and who couldn't speak English. He said, "That's no problem; somehow we manage to muddle through."

The recommendations of the Dubois report point to the fact that they are not muddling through and that there needs to be a tremendous amount of sensitization done in areas where French language services would not only be desirable but necessary for service delivery. I can also recall a discussion with an official at the North Bay Psychiatric Hospital who was telling us that the mental health centre that was set up in Cochrane did hire a bilingual person, but when the individual arrived it was discovered that he couldn't speak French well enough to communicate with the people and they were forced to let him go.

So there definitely is a problem in availability of personnel, as well as in their distribution through the system. The minister has to try to address that, not only within the ministry, but more important, at the grass-roots level so that people are sensitized to the need that services should be provided, where possible, in their mother tongue.

When I talk about services in their mother tongue, particularly in the French language, we have a history in this province and in this country of having had two founding nations. I think the reality—and the minister should be aware in his own community—is that in the city

of Toronto, for example, the Hospital for Sick Children deals in a great number of cases with parents and children who are of neither English- nor French-speaking extraction originally, so they are dealing with a number of people of other languages. The facilities are not always available for them, although I think at the Sick Children's Hospital they do an exemplary job in that area. That is an issue which the minister should be concerned about.

On a trip I took to one of the local hospitals here, which was a chronic care hospital, I had an opportunity to see a woman who had been in the institution for about 10 years. She was Italian-speaking and she was kind of crying out and muttering. The administrator said, "She has been in here 10 years and she has never spoken a coherent word." Speaking Italian, I began to speak with the woman and I could understand her saying, "cena, cena," which basically means "eat, eat", or "lunch, lunch". In fact, the person whom they had had trying to translate for her was a Greek woman who couldn't speak Italian and who subsequently determined that the other person couldn't understand anything. This woman had been living in this situation literally for years.

I walked in there and happened to see this and view it at first hand. I have to question what kind of facilities are made available to those people who find themselves in chronic care facilities, particularly where many of them will live out the rest of their days, whether we have adequate services available and whether the ministry is trying to look at the question of offering services in other languages for those people who may be spending the rest of their lives in chronic care institutions where their mother tongue is not the tongue that is spoken.

We know in many cases, and I think the minister points it out in his estimates, people will often, in comfort and security, revert to their mother tongue even when they have a knowledge of speaking another language. I think it is particularly important in treatment of the aged that we not lose sight of the fact that in Ontario we have a multilingual society and that multilingual aspect should be addressed, both at the acute care and the chronic care level of delivery.

Lastly, I would simply like to comment on what I see to be a very dangerous trend in the whole development of medicare in Ontario. I am glad to see that the minister has reiterated his commitment to universal accessibility. I think what seems to be happening, particularly

with the very small amount of money the minister has set aside for capital funding on an annual basis over the next four years, is that we are reaching a crossroads where the pressures will be building from the private sector—and the Canadian Medical Association task force has addressed this issue—and where we will be asked in two or three or four years from now to reconsider the introduction of private insurance plans similar to that which preceded the introduction of the national health plan with PSI.

There are a number of health care deliverers who flourished under the PSI system and who have never accepted the introduction of medicare in our province or in our country. As the pressure mounts economically to be able to continue to deliver a quality product, we will be seeing more and more pressures from certain people within the private sector to move away from universally accessible health care. We will be faced with the choice of either continuing to fund the health care system and to make a commitment to it financially or supplementing it with private insurance schemes or developing a two-tier health system similar to what they have in the British Isles.

I am sure the minister is aware of the waiting lists for elective surgery that were released by the Ontario Medical Association in which they state that patients in Ontario may be required to wait anywhere from two to 10 weeks for elective surgery. According to the survey carried out in September 1982, the longest average waiting period in general surgery is for an operation on varicose veins, 4.65 weeks; neurosurgery is 6.28 weeks for an operation on the nerves of the hand; ophthalmology, for a cataract operation, 6.68 weeks; orthopaedic surgery, surgical repair of a joint, 7.44 weeks.

Let us take surgical repair of a joint. I think to say that there is a 7.44 week delay for elective surgery in many cases may be perceived as not all that bad. But when you look at what is involved in something like surgical repair of a joint, you may have an individual with a torn ligament. In fact, I heard of one who called in to a talk show—I am sure the minister monitored that—in Owen Sound. He had been from Welland and had torn a ligament and was expected to go into surgery. He had had two surgery dates cancelled and subsequently was scheduled to go for surgery some four or five months after he had actually torn his ligament. In the meantime, the individual is not contributing to the economy and is on sick benefits. The longer it takes

to actually repair the ligament, the longer the healing process is.

You are not talking about an elective operation in the sense of one that does not need to be done. You are talking about a necessary operation to be able to contribute and participate in society and earn a living, but it is also an operation that is not crucial to life survival and therefore becomes elective. Yet 7.44 weeks as the longest average waiting period in a provincial hospital for surgical repair of a joint means that while that particular patient is waiting two months to get into hospital, he is not contributing but taking from the economy. The long-term effects on people's health can actually be exacerbated by the fact that they have not been able to get treatment in short order.

Here are other averages. In cardiovascular surgery—and I am sure the minister is aware that cardiovascular is probably the most sought-after area of elective surgery, if you have a ventricular septal defect the average time you must wait before you get an operation is 10.3 weeks. For mitral valve replacement, it is 10.15 weeks; air valve repair, 9.15 weeks; coronary bypass surgery, nine weeks; peripheral vascular procedure, 6.30 weeks; cardiac catheterization; and thallium exercise test, five weeks.

There is no doubt you are beginning to have a problem, particularly in the area of cardiovascular surgery. The Canadian Medical Association has stated that in its opinion—and I am sure the minister is aware of this—a number of people have died while on the waiting list for cardio-vascular surgery.

3:50 p.m.

In the coming months and years, we will see an increasing pressure to abandon the universally accessible health care system as we know it. We will be encouraged through the ministry and through other initiatives that have already begun, such as the business-oriented new development program, to move into private sector hospitalization.

The ministry has already embarked, through some of its capitalization programs, on a system where private organizations can provide some of the capital in return for the opportunity to run the hospital. The model used in the past for nursing homes is now being encouraged for chronic care wings of hospitals. We are going to see more and more pressure on the ministry to abandon what we know as the universally accessible, national health care system.

I think the challenge for the ministry—and one which to date I do not believe the ministry

has met, and I am very concerned about it—is the introduction of programs like the business-oriented new development program. As the minister knows, one of the responsibilities of a hospital board and one of the reasons that many very able people get involved in running hospitals is that they are concerned about quality of and delivery of health care for patients.

To suggest their main *raison d'être* in life should not be patient care and delivery, but should be devising schemes to make money in direct competition with the private sector—such as we have seen through the BOND program—is a very serious departure in public policy for the ministry that has not been debated and has never been submitted before the House. It is a very eerie portent of things to come.

If the minister is going to bend to pressures that will be accumulating over the next few months and years to move into private sector insurance, to move into user fees and private capitalization of public hospitals, we are going to find ourselves looking upon medicare as a fond memory of the past. If the minister really believes some of the rather lofty comments he made in his statement, if he really believes health care and the universally accessible health care system we have developed in Canada over the last number of years is one of our most precious commodities and our most precious public asset, then it is his responsibility to guarantee that same level of accessibility and protection to all elements within our community.

That includes those people who are living in psychiatric institutions and those people who are the forgotten members of the Parkdale syndrome of deinstitutionalization. That includes those people who are presently living in privately funded homes for special care across Ontario and that also includes those people who are looking to the ministry for leadership in areas like public health promotion. In order to provide the leadership with regard to the whole issue of Bill 138—it is terrific to talk about it—let us do something about it.

If he started to implement some very fundamental changes such as eliminating infant formula substitutes being given out freely in hospitals across Ontario and eliminating those marketing practices of the private sector in our public hospitals, then he would be starting to actualize what he espouses to be a very strong concern for public health education and promotion both within the schools and in our community. There is much work to be done in this area.

I again profess serious concern that the senior

policy adviser in the ministry would say the system is a crock and that he would refer to using guilt as a way of allowing people in this province to look after the elderly and to look after their family members. In the future, the minister must look to doing some real work so the areas he and I have touched upon as areas of concern are addressed, not only by lip service and by rhetoric, but by action.

You may feel I am being redundant, but I think the tragedy of Jimmy Black epitomizes what has not been done in this ministry. The minister could start by bringing in some new legislation which would cover that very tragic situation in an area where the ministry is presently, by its own estimate, going to be spending \$80 million in the year 1982-83. That is \$80 million of taxpayers' money. It deserves to be spent in the most effective way for health care for all citizens and not simply for those people in the private sector who are interested in making a profit from homes for special care.

Mr. Chairman: Thank you, Ms. Copps. I believe the minister will be responding after he listens to both official critics. Mr. McClellan.

Mr. McClellan: Thank you, Mr. Chairman. How can I say this? I have been a member of this committee since 1975 and I have been at every debate of the Ministry of Health's estimates since then. There is a certain *déjà vu* to the discussion, particularly around the Ministry of Health. Many of the issues perpetuate themselves. It is interesting that since I started attending these estimates, we have had each of the main contenders for the Tory leadership serving as the Minister of Health for Ontario.

First, we had Frank Miller. Then we had Dennis Timbrell. Now we have the Hon. Larry Grossman.

Interjection.

Mr. McClellan: I would have to take issue with that statement. I have been a miserable failure with respect to the first two incumbents. The dead weight of history is hanging around the present incumbent's neck like an albatross. The incompetence of his two predecessors who, God help us, stand in line of succession for the premiership, is the subject of most of the material that was in his speech yesterday and will be the focus for the next 23 hours of estimate debates.

If I were to give them report cards, I would have to flunk both Mr. Miller and Mr. Timbrell. I would give the incumbent an A for effort and an A for good intentions, but it is too early to see

whether he is going to be able to solve problems which are endemic and becoming chronic.

I do not want to take a tremendous amount of time in making a leadoff statement. I really hope we can get into some dialogue about some of these problems and that I have an opportunity to raise a whole series of questions. I want to talk about three general areas: first, the ongoing crisis in our hospital care system; second, the ongoing crisis in medicare; and, third, the ongoing crisis in mental health and psychiatric services.

Let us start first with hospitals. We have had various approaches to the plight of our hospital system. The problem started as a problem of escalating and apparently uncontrollable costs. That problem was addressed yesterday by the minister, speaking to the tremendous growth in the cost of the institutional health care sector. That means our hospitals. That has been one of his principal preoccupations since taking office.

Mr. Miller tried to deal with the problem in a uniquely bird-brained way by trying to shut down a number of small community hospitals, including Doctors Hospital. His approach to the hospital funding crisis was to try to close them off. Fortunately, he was snowballed out of office.

4 p.m.

His predecessor had a much more sophisticated, dangerous and, in the long term, much more damaging approach. It was essentially technocratic. A whole series of pseudo-scientific formulae were pulled out of somebody's hat and imposed on the health care system. A whole series of artificial bed population ratios were imposed on the province and a process of bed cutbacks took place under the guise of conversions, conversions of active treatment beds to long-term care beds.

The conversions did not really take place. What happened was a process, as I have said, of cutbacks, justified through the nonsensical bed population ratios. In 1982, after six years of this absurd process, we have the phenomenon of a continuing cost escalation in the hospital sector, combined now with a critical problem of overcrowding, of corridor beds, of delays in elective surgery and improperly placed patients.

The minister, on page 49 of yesterday's scriptures, said plaintively, "We need answers to some fundamental questions such as why do we have chronic care patients staying in acute care beds?" Why do we have chronic care patients staying in acute care beds? I am amazed the minister had the gall to ask that question. The

reason we have chronic care patients staying in acute care beds is that the ministry has failed to carry out its promises to increase the number of long-term care beds. While it has been quite vigorous in cutting acute care beds out of the system, it has failed miserably to put in place the requisite number of long-term care beds.

This is from the November 17, 1982, issue of For Your Information from the Ontario Hospital Association. "Patient Overload: Overloading in emergency departments is often due, in large part, to two major factors: inpatient beds being occupied by patients awaiting transfer to long-term care settings and the volume of patients coming to emergency departments for nonemergency illness or injury."

Let us deal with the first again, the number of improperly placed patients. I have in my hands the report of the Hospital Council of Metropolitan Toronto dated October 15, 1980. I am sure we all remember that. Recommendation, page 3: "The Ministry of Health and the Ministry of Community and Social Services should provide immediate funding and program support for the development of the following additional chronic care and extended care beds in Metropolitan Toronto: additional long-term care beds required as of 1980, 2,070." That was the need as of October 1980, 2,070.

The minister of the day insisted, "No, we don't need those in 1980. We don't need those till 1985. We only need 500 beds in 1980." Then he embarked on a series of promises with respect to additional long-term care beds which would deal with this problem of overloading and overcrowding in the hospitals that is caused by so many hundreds of long-term care patients who are occupying active treatment beds because there is no other place for them. They are jamming up the whole system and creating this logjam.

He started a series of problems, and for my sins, I reviewed all of those problems. I will not burden the committee with a recitation of all of the promises made by the present minister's predecessor. It makes dreary reading to see the figures trotted out month after month. To what effect?

In December 1980—and I'm referring to page 5383 of Hansard, December 12, 1980—the minister said, in response to a question about the number of hospital beds, open and planned, that there were 94,065 beds in our hospital system, open and planned. That figure was made up of 37,634 active treatment beds, 14,138 chronic

care beds, 29,186 nursing home beds and 13,007 homes for the aged beds.

What is the record almost two years less a month later? The record is that we have open in Ontario 91,062 beds. That's a shortfall of 3,003 beds according to my little calculator. I have asked questions on the Order Paper of the present minister as to the number of long-term care beds that are planned for the future. I don't have that particular file with me, but I believe the answer was that that information could not be obtained. I will doublecheck that. I may be wrong on that, but I don't believe I have that information. I would certainly like to get it. Between December 1980 and August 31, 1982, which are the most recent figures I have, there is a shortfall of 1,037 active treatment beds, a shortfall of 1,266 chronic care beds, a shortfall of 474 nursing home beds and a shortfall of 226 homes for the aged beds.

I realize that it's not always fair to be comparing the 1980 set of figures, which are beds that are open and planned to be open, and the current number of beds set up as of August 1982. I'm acknowledging that may be unfair to the minister. But you have had a long time to get these beds set up, particularly the chronic care beds and the extended care nursing home beds. You have made a lot of promises and, I may say, you have reaped a lot of political mileage out of your promises, but the beds still aren't set up.

In December 1981 Mr. McKessock asked Mr. Timbrell a question about nursing home beds. Mr. Timbrell said in the Legislature on December 1, 1981: "In the last two fiscal years I have had approval to add 1,000 nursing home beds to the system, which approvals I have granted. I hope in the next year I will have permission in my budget allocation to continue to do that where need can be demonstrated."

I got up on a supplementary and said, "Mr. Speaker, of those 1,000 beds, how many are already set up and in place?" Mr. Timbrell said, "Mr. Speaker, as of the end of August 1981, as I told the member yesterday, 223 of those 1,000 beds were open." Mr. McClellan said, "Way to go." Mr. Timbrell said, "Thank you very much. The member confirmed the validity of the old saying that sarcasm is not wit but merely the babbling of a diseased mind." Mr. Timbrell always was a classy gentleman.

On October 25, 1982, the present Minister of Health answered the question on the Order Paper, how many of those 1,000 approved nursing home beds referred to by the Minister of Health on December 1, 1981, have actually been

opened as of June 30, 1982? The answer was, as of October 15, 1982, 432 of the 1,000 approved nursing home beds had been opened.

4:10 p.m.

Really, that's not very good. I don't understand what the difficulty can possibly be when the Ministry of Health is confronted with overwhelming evidence as to one of the root causes of the problem of hospital overcrowding, of delayed elective surgery, of patients being kept in emergency corridors overnight because there are no beds available for them, of unnecessary costs being incurred in the hospital care system because of the logjam created by the lack of long-term care beds. The evidence has been available for the ministry for years. According to Mr. Timbrell, the budgets have been approved for years. The policies have been in place for years, but the beds still don't get set up.

In December 1980 they were promising to set up thousands of beds which haven't been set up. The minister is going to have to do a lot better by the time we get back to the estimates next year. He is going to have to show some real progress in putting in place the long-term care beds that are so urgently needed in this province. If he is not able to do it, then we will have to stop taking his fine-principled sayings as seriously as we do now. And we do take them serious now; I want to make that clear. But time is running out for you to be able to get away with fine-sounding rhetoric. You're going to have to get those beds set up, you're going to have to explain to us why you haven't been able set more beds up with the money that has been allocated, and you're going to have to do it fairly soon.

The second aspect of the hospital cost squeeze is related to the very fine-sounding announcement made last month about increasing support of community health centres and health service organizations. The minister is aware, I'm sure, whenever he steals a major plank from our platform that he's on the right path.

Hon. Mr. Grossman: The right path?

Mr. McClellan: The correct path. I could be cruel and remind the minister that community health centres have been the keystone of NDP health policy ever since the Saskatchewan medicare strike, but I won't.

Hon. Mr. Grossman: If I'd known that before—

Mr. McClellan: We have advocated an expansion of—really the development of—a parallel system of community health centres and health

service organizations within the health delivery system for two excellent reasons.

First, we're convinced that they provide a vehicle for the delivery of a better kind of health care, a health care focused on preventive as well as curative medicine.

Secondly, they do offer an opportunity to deal with the cost escalation crisis. You quoted Lomas and Stoddart yesterday. I won't give chapter and verse, but you are aware of studies that they have done, including reviews of literature, that have identified cost savings that can be obtained through a decrease in hospital utilization for patients who are enrolled in community health centres and health service organizations and a decrease of hospital utilization in the magnitude of at least 20 per cent and sometimes as high as 40 per cent. That's real cost saving.

You're aware of the reviews of the literature that have indicated that community health centres have the potential for employing and deploying a wider range of health professionals and paraprofessionals and, in a sense, to decrease the use of the most costly professional component of the health care delivery system, that is to say, using nurse practitioners and other kinds of health practitioners in place of most costly doctors' care. There are all kinds of studies that indicate that up to as high as 30 per cent of the work being performed by physicians could be performed by nurse practitioners with no loss of quality. Again, there are opportunities for tremendous cost savings through the use of community health centres and HSOs.

Thirdly, and for us a most interesting potential, is the opportunity to develop a way for doctors to practise medicine outside the fee-for-service system. We are not talking about an alternative to the fee-for-service system in the sense of either/or, but our party has been talking for a long time about the development of a parallel system, in a sense, an additional option for those medical practitioners who want to make use of it, an opportunity to get out from the revolving door, to get off the treadmill, to work with other health disciplines on a salaried basis rather than a fee-for-service basis.

We are quite convinced that until you develop at least the options of an alternative to the fee-for-service system, you are never going to be able to deal with the question of escalating health costs. The fee-for-service system is, by its very nature, open-ended. I have given a lot of thought to this and so have many of my colleagues, and for the life of us we do not see how

you could ever put a ceiling on a fee-for-service system.

No matter how generous you are or how miserly you are with the fee schedule, there is always the question of utilization, how many patients the doctor chooses to see in 60 minutes. I read with interest your projections of a four per cent increase in the utilization rate. I am almost tempted to wager that that won't be accurate—I am very cautious, so I won't wager, but I will be very surprised if it is accurate.

Certainly we know that it has been higher than that in the last couple of years. It just indicates that there is no effective way of containing that component of health care costs unless you are able to develop a parallel system that is sufficiently attractive to medical practitioners, because of the other compensations it offers, that significant numbers of practitioners would be willing to enter into it. Anyway, we can discuss that, and I am sure we will, during the course of the next couple of weeks.

I simply want to say for now that while we are tremendously welcoming of your policy statement of last month, we are waiting for the other shoe to drop, quite frankly. I haven't heard the new policy translated yet into program matched by dollars. Unless there is a sufficient expansion of community health centres and HSOs, particularly community health centres, then it will remain an interesting experiment.

I would have been a lot more impressed if you had announced your immediate intention to initiate a major expansion of CHCs and HSOs across the province, much as the Quebec government did in that province in the 1960s, because I have a horrible suspicion that if you try to develop them on an incremental basis over time, you are going to run into a campaign of resistance and opposition. If you are serious about setting up a viable option to the present health delivery system, you are going to have to exercise a great deal of leadership in putting that new system in place.

At any rate, you are the one who is confronted with the realities of administration and you have to follow your own tactical sense. I just hope you are right.

4:20 p.m.

Let me deal with medicare next. Again, the issues are chronic; the threat to the universality of medicare as a result of opting out and the problems of our premium system. I am always delighted to hear the minister repeating our arguments about the urgency of the opting-out crisis.

Quoting from page 48 of yesterday's document: "For example, 62 per cent of anaesthetists, 43 per cent of ophthalmologists, 39 per cent of obstetricians and gynaecologists have opted out." In the same breath the minister asks, "So what?" I am an ardent fan of the minister and I read all of his speeches, so I have here his Ontario Medical Association speech, the speech to district 5, of October 16, 1982.

Mr. Conway: He has been making some very interesting speeches lately.

Mr. McClellan: "I, too, am concerned about the issue of opting out," says the Minister of Health. "I accept, I support and I have fought to protect the right of Ontario doctors to opt out of the provincial plan and bill their patients directly."

Hon. Mr. Grossman: I said it better.

Mr. McClellan: I am sure you did. What kind of BS is this? On the one hand, you say you are concerned about opting out. In here you say you are concerned about opting out. When you are in closed meetings with Monique Bégin you say you are concerned about opting out—

Mr. Conway: What has he been telling Dr. Gary Gurbín? That is what I want to know.

Mr. McClellan: —and the regional disparities in Ontario with respect to access to specialist care, yet when you are talking to the doctors you are championing their right to opt out.

Again, it is worth putting on record, in addition to the statistics about specialists that were cited yesterday, that the Ministry of Health statistics indicate that in Haldimand-Norfolk 25 per cent of specialists are opted out. In Niagara, 26 per cent of specialists are opted out. In Peel, 31 per cent of specialists are opted out. In York region, 39.8 per cent are opted out. In North York, 31 per cent; in Etobicoke, 28 per cent; in Toronto city, 29 per cent; in Wellington, 34.5 per cent of specialists are not practising within the Ontario health insurance plan.

The minister beats his breast on page 48, but on page 9 of his speech he says he does not want a new Canada health act at this time. He goes on to say on page 8 that there are no real problems with universality, comprehensiveness, accessibility or all of the above, which is the fourth, the category extra billing.

Are we supposed to look to the federal government to solve the problem identified on page 48; that 62 per cent of anaesthetists are not practising within medicare? Are we going to have Monique Bégin solve that problem for us? On November 8—this is a Canadian Press special—"Bégin Threatens Extra-billing Plan:

MDs' Practice Impedes Universal Access To Health Care, She Says." The story reads: "Health Minister Monique Bégin has again threatened to ban extra billing by doctors. 'Universal access to health care is a crystal case of universality that must be maintained.'"

Here we have a press report of November 10, 1982. The headline reads, "Press 'Mixed Up' on Extra Billing, Bégin Charges." Then the story reads: "Ottawa—Health Minister Monique Bégin says she was misinterpreted by the media at this week's national Liberal convention where she was quoted as both threatening to ban and control extra billing by doctors. Bégin said in the House of Commons: 'The media were mixed up. I made no statement to the press about health insurance since it is under negotiation and I cannot add anything further today.'"

At least she is consistent in speaking out of both sides of her mouth. I have the working papers for the Canada health act.

Mr. Conway: Where do you stand on grade 13 again?

Mr. McClellan: Grade 13? You are in the wrong estimates.

I have the working papers of the Canada health act. I do not know why the minister is worried about a new Canada health act when this one gets watered down so drastically.

What do you do to Monique when you go into these meetings? This is what I really want to know. She did not last 20 minutes of the first round before she had completely capitulated to the Ontario view.

Her initial draft of the working paper was going to require very tough provisions with respect to universality and accessibility. Successive drafts were watered down until they were as meaningless as what we have here in Ontario. I do not think you have anything to worry about.

Hon. Mr. Grossman: She listens to reason, that is all it shows.

Mr. McClellan: I do not think it makes any difference if they pass the new Canada health act or not. It is not going to do anything about extra billing. That has been wiped out. The other question of universality related to the numbers of people who are without medicare coverage because of our premium system and the other stupidity of our premium assistance program. That is not going to be dealt with according to the latest draft of the Canada health act either, yet the evidence is there.

Studies done within a number of community

health centres have indicated that as many as 20 per cent of the people coming into community health centres do not have OHIP coverage because they cannot afford premiums. There was a press report in the Sault Ste. Marie Star just last month: "Sault General Hospital reports an increasing number of patients who are not covered under the Ontario health insurance plan."

Despite that, the minister blithely states there are no problems with universality or with access. He says this despite the fact 62 per cent of anaesthetists are opted out of the medicare plan, despite the fact increasing numbers of Ontario citizens do not have any medicare coverage in flagrant violation of the terms of the federal medicare legislation.

The minister simply sticks his head in the sand and keeps all of his options open simultaneously, free to denounce opting out, free to support opting out, free to collaborate with Monique Bégin, free to denounce Monique Bégin. It is a good act, but I do not know what it is getting you, except perhaps additional delegates. It is sure not doing anything for universality or accessibility.

Mr. Conway: You should have seen him in Burlington on Saturday. There were lots of delegates there too.

Mr. McClellan: That is good. I am getting all my papers mixed up. I am curious to know what the minister intends to do. Bear with me for a minute.

Has the extra-billing regulation been passed yet by cabinet?

4:30 p.m.

Hon. Mr. Grossman: No.

Mr. McClellan: No? Oh. October 7, Globe and Mail: "Extra-billing Law Promised Soon."

"Ontario doctors will be required by law within two or three weeks to warn patients in advance if they intend to extra bill," Health Minister Larry Grossman says. Mr. Grossman told reporters yesterday he regrets the decision of the Ontario College of Physicians and Surgeons not to co-operate in drawing up a new regulation requiring the advance notice."

My watch says this is December 1. This Globe and Mail story—and I am sure this is an accurate story—is dated October 7.

Has it been so hard to draft the regulation in the absence of the co-operation of the College of Physicians and Surgeons? Have your colleagues told you to get stuffed? Did you have the slightest intention in the first place of bringing in

a new regulation in this feeble, limp-wristed way? We are not talking about a regulation to end extra billing, we are talking about a regulation to require doctors to warn patients in advance if they are going to be extra billed.

Dennis Timbrell had already told us thousands of times that this was already being done, except some dummy blabbed to the press and spilled the beans that it was not being done and they had no intention of doing it. The minister said: "I'll solve that problem. I hope I may respond." So tell us why he has not.

Hon. Mr. Grossman: Let me answer those three questions. The answers are no, no and yes.

Mr. McClellan: No, no and yes?

Hon. Mr. Grossman: No, there has not been any difficulty about it.

Mr. McClellan: I forget which was the third question. Was that the one about your colleagues—

Hon. Mr. Grossman: Yes.

Mr. McClellan: —telling you to get stuffed?

Hon. Mr. Grossman: No; yes, we will have it. I should make it clear that, no, the Globe and Mail did not misunderstand the minister. Their story was accurate.

Mr. McClellan: I am so reassured. I hope at some point during the discussion we can get a coherent statement of policy with respect to the question of opting out, on extra billing and what the minister intends to do about it. He has identified it as a serious problem and at the same time he has said he does not want the federal government to deal with it.

He has also said it is something that has to be solved within the provincial jurisdiction. I do not disagree with him there. I think it does have to get solved, ultimately, within the provincial jurisdiction, because the Liberals are never going to deal with it. It will either get dealt with here and in each of the provinces across the country or it will not.

Anyway, we can talk about that as the weeks drag on.

The third thing I want to touch on is my own priority area. I know it is also the minister's. That is the mental health care system.

I do not know when we are getting the Heseltine report. I had hoped we would have it before we started these estimates so we would have a sense of general direction. The difficulty is that there have been leaks to the press. I assume this is a real leak. It is an article by Susan Nokes in the Toronto Star dated November 8,

1982. It says—and what a wonderfully reassuring headline—“Whitby Mental Hospital May Be Revamped Or Shut.” This is ostensibly a leak from the Heseltine report.

Why is everyone laughing? Do you know something that I do not know?

At any rate, four options are identified. “Four options for shrinking Whitby Psychiatric Hospital and moving patients into the community have been put forward by a Ministry of Health report.” Susan Nokes thinks it is the Heseltine report.

Does this not give the member for Renfrew North the horrible feeling of having been here before? We went through the same process for the Lakeshore Psychiatric Hospital in 1979. Now we are looking at the shambles at Queen Street which has resulted from that imbecilic policy. Now there is a proposal to shrink Whitby Psychiatric Hospital and move the patients into the community. If we had some sense that there were community programs in place, aftercare programs, housing programs—but, of course, those programs are not in place. If you close Whitby Psychiatric Hospital you will simply increase the dumping into Queen Street.

I hope this is an inaccurate synopsis of the Heseltine report. I am sure it is, quite frankly. I do not know how it was possible that it ended up in the *Toronto Star*. I have asked you for the Heseltine report a number of times. We need the Heseltine report so that we can have an intelligent discussion of mental health care issues, and we need it before these estimates are concluded. I hope you will make it available to us, even if it is not available generally.

I want to talk about Queen Street, which is in my riding. I have a report of the—I am sorry, I do not know what the committee is actually called. It is known as the Sister Janet committee. What is its correct title? It is always called the Sister Janet committee.

At any rate, this is an interim report from Sister Janet Murray to the minister in late June or early July. It is just an operative paragraph. It is an interim progress report. One of the paragraphs on the first page reads: “At this first meeting, the management team was in a position to report that certain positive steps already have been taken.” The laundry has been closed; improved security on the mall introduced; administrative procedures improved; administrative organizational structures put in place, etc.

I suppose I am glad the laundry has been closed; I do not know if I am glad the laundry has been closed or not. One of the problems

with the Peat Marwick report was that they were just as concerned about the laundry as they were about everything else, about the fact that psychotropic drugs were being used for purposes of restraint rather than for treatment, or about the maladministration at the centre, or about the absolute lack of security.

I just want to say that I am not at all convinced that the minister has a handle on Queen Street. This is not to be critical of Sister Janet and her committee, but the difficulty is in the inadequacies of the Peat Marwick report.

The minister likes to stand up in the House and say I am opposed to the Peat Marwick report. I am opposed to the Peat Marwick report in the sense that its analysis was inadequate. Because its analysis was inadequate its prescriptions were off the mark. I think the most accurate summary of the problems at the Queen Street Mental Health Centre came from the medical officer of health of the city of Toronto in January 1982.

I just want to put this on the record, just so the minister will know what my concern is with Peat Marwick, so there is no confusion, because I happen to share this view.

“The Peat Marwick and Partners report is inadequate because it fails to identify the roots of the problem at Queen Street Mental Health Centre. The hospital is one element of a system of mental health care for the city of Metropolitan Toronto. Because the centre bears the weight of stresses or inadequacies elsewhere in the system, the symptoms of system failure show up most dramatically there. I will summarize briefly what the report”—that is the Peat Marwick report—“failed to consider.

“First, the major problem at this centre is the enormous burden of admissions; nearly 4,000 a year. Those who have not worked in the psychiatric field cannot appreciate the effect of this.

4:40 p.m.

“For example, a reasonable social work case load is 25 active cases. It will require 80 social workers to service this population, even with only six months follow-up. It would require 100 psychiatrists to provide one hour per week of psychotherapy.

“Even with these resources it is virtually impossible, in the turbulent ward atmosphere created by the constant coming and going, to create a milieu conducive to recovery. Only the naive and inexperienced can believe that drugs alone are the answer to mental illness. Why is Queen Street Mental Health Centre so swamped

with admissions? The closure of Lakeshore Psychiatric Hospital is only part of the answer.

"Hamilton Psychiatric Hospital serves a population half as large with one quarter of the admissions. In other words, the probability of psychiatric hospitalization is twice as great in Metropolitan Toronto as it is in the Hamilton-Niagara region. It is evident that the weight of psychiatric hospitalization from the Metropolitan Toronto area is excessive. The reasons for this should be explored."

He goes on to talk about that phenomenon, and to stress and stress again the root issue at Queen Street, which is reducing the volume of admissions. As I said, I do read your speeches, and I have read you talking about expanding the psychiatric units of general hospitals.

That was the principle political concern of my predecessor, Jan Duksza, when he was Health critic. If there was one piece of advice that he was trying with all urgency to convey to successive Ministers of Health, it was that you should expand the psychiatric units of general hospitals and stop relying exclusively, or even in a major way, upon the provincial mental health centres for the provision of long-term psychiatric care.

That advice was ignored and ignored. The problem is it was ignored again by Peat Marwick, and all of the administrative tinkering in the Peat Marwick report is not going to solve the basic reality, that they have 4,000 admissions a year.

We are not going to shed any tears for the fact that stupid facility should never have been built in the first place. It is there, and God knows what we do with it. Some of us, before we were in politics, between 1970 and 1975, were involved in attempts to persuade the government not to build it. But it is there. We would be a lot better off if it had never been built.

Your task is going to be to expand the capacity of our general hospital psychiatry departments, to get the population pressure down at Queen Street, and to try to discover why the rate of psychiatric institutionalization is so high in the metropolitan area.

In the meantime, you continue to have this critical situation of involuntary patients wandering out of the hospital into the surrounding community. They sleep in the schools. They wander into peoples' houses. These are people who are by definition a physical danger, either to themselves or to other people. If they are not, they should not be involuntary patients.

I fail to see why it continues that, month after month, involuntary patients continue to wander out of the hospital at will.

An anecdote for you: A next-door neighbour of mine has a small business off Queen Street, down the street from the provincial centre. On Saturday, November 20, he was driving to work and he saw a woman dressed in pyjamas running down Queen Street at a great clip. It was obvious that she had escaped from Queen Street and was improperly dressed for the time of year.

He, being a concerned citizen, stopped his car and went into the hospital to try to alert the staff. He could not find anyone to alert. There was no one there. There were no security people around; in fact there was no one around at all. I do not know what the Sister Janet committee means when they say improved security has been introduced.

Hon. Mr. Grossman: Have you got the date, time, all that information?

Mr. McClellan: I can get that for you.

This is just one anecdotal incident. The fact is that in May, 30 involuntary patients wandered out. In June, 36 patients; in July, 29 patients. That is a patient a day. In August, 27 patients; in September, 16 patients. I don't know what the figures are for October or November.

Surely it is not some kind of a clarion call to return to the Middle Ages and the days of closed custodial treatment to simply say that one of the functions of a provincial psychiatric hospital is to provide a safe asylum for involuntary patients who are certified under the Mental Health Act. They have a right to protection and they are not getting it at Queen Street.

Again, I would really like to know why it is so impossible to solve this problem, leaving aside all of the other problems at Queen Street. In discussion we can touch on the ongoing problem of aftercare service and housing.

This is kind of bizarre, too. About two weeks ago, about November 15, I had in my office a young man who was a day patient at Queen Street. He had been a patient at Queen Street since 1976, sometimes an inpatient, some times an outpatient. He was currently a day patient; he was seeing his therapist every week. He had been living on the street since October 15.

He had seen his therapist that morning. The hospital acted as the trustee for his family benefits cheque. I got the problem straightened out with one phone call to the housing service. They were excellent. They met with him right

away; he went right down there, they found him a place to live, and he was moved in the same day.

Why had he been on the street since October 15? Why hadn't one branch of the hospital that was providing therapy made the referral to the other branch of the hospital that provides housing, without him having to come to his MPP to make the connection?

Again, leaving aside the fact that the place is like a Swiss cheese, I just have a sense that other aspects of the program are not pulled together either.

Let me try to conclude by taking up a request from the minister to address the issue of section 66 and section 67 of the Mental Health Act, if I have not lost all of my papers. It must be nice to have people to prepare a text for you.

Hon. Mr. Grossman: Would you like me to lend you a few people?

Mr. McClellan: You are taking the few people I have.

Hon. Mr. Grossman: I hope so.

Mr. McClellan: Bear with me, Mr. Chairman, it is all here somewhere.

I was a member of the social development committee when we worked on the Mental Health Act of 1978 for a long period of time, and then passed it. I don't have the transcripts of the proceedings, but if my memory serves me, section 66 came as a result of the initiatives of my colleague the member for Riverdale, Mr. Renwick.

Section 67 was, by and large, the work of the officials of the Ministry of Health, and had the support of the minister of the day. I may be wrong on that. I am going by a not always reliable memory.

4:50 p.m.

I believe there was a fair degree of consensus when we came out of that clause by clause consideration of the Mental Health Act with respect to both sections 66 and 67. I was surprised at the delay in the proclamation, and I have been increasingly amazed at the delay in the proclamation.

We do have a Constitution in this country which reads in section 7: "Everyone has the right to life, liberty and the security of the person, and the right not to be deprived thereof except in accordance with the principles of fundamental justice."

The question is very simple. Does the Ministry of Health intend to abide by the terms of the

Canadian Charter of Rights and Freedoms or not?

I read very carefully, and reread, what the minister had to say yesterday about sections 66 and 67. I have followed with a great deal of interest the development of the advocacy project, as I am sure the minister might have speculated. I warmly approve of the development of the advocacy project, to say nothing of its staffing. I am also convinced the advocacy project will be totally compromised if the minister does not proclaim section 66 and, in particular, section 67.

I think the real concern is with section 67. There is no way the present administration of the regional review boards can be taken, in any stretch of the imagination, to have anything to do with the principles of fundamental justice.

I reviewed it again this morning and this afternoon with lawyers who have tried to represent clients before regional review boards. What an utterly preposterous procedure it actually is. The members of the review board have the opportunity to talk to the patient's doctor in private and the patients' lawyers do not have the right to the patient's file.

The patient's lawyer does not have the right of access to the evidence that is being brought against the patient. The patient's lawyer does not have the right to subpoena witnesses. The patient's lawyer does not have the right to cross-examine. The Krever report recommended that the patient's files be made available to the patient.

For God's sake, even the Workmen's Compensation Board, that neanderthal group, complied with the recommendation of the Royal Commission on the Confidentiality of Health Records, but not the Ministry of Health, and not the regional review boards. The Statutory Powers Procedure Act does not apply, and as long as it does not apply, psychiatric patients are denied the principles of fundamental justice in direct contravention of the Canadian Charter of Rights.

Lawyers have gone as far as the Supreme Court to try to get access to their clients' medical files, and I am referring to the Abel case. They have gone as far as the Supreme Court to try to get access to their patients' files. It is a farce.

I do not understand—well, that is not true; I am afraid I do understand what part of the problem is. When the minister responds, I would like him to share with the committee what took place at a meeting of his ministry staff

on or about Tuesday, October 12, when this issue was discussed.

Why would you be discussing this issue with Mr. Justice Haines, and why does the concern of Mr. Justice Haines with respect to people who are incarcerated under the Lieutenant Governor's warrants spill over in such a fundamental way into the question of whether or not to proclaim sections 66 and 67 of the Mental Health Act?

Perhaps the minister could advise us whether or not he has had the opportunity to get constitutional advice from officials in the Attorney General's department, whether advice has been received and what that advice was. I find it impossible to believe that some of the very fine legal minds in the Attorney General's department have not advised the minister that the Constitution requires him and his staff to proclaim sections 66 and 67.

Perhaps the minister is waiting for a challenge in the courts. Surely that is not the way to do it. It is inevitable that you will get a challenge in the courts and that someone will be put to the expense of working it through the courts. That is not necessary.

This Legislature has spoken on the question. It passed in committee and it passed in the Legislative Assembly. It was accepted by the minister of the day and by the members of the assembly of the day. It should be proclaimed.

At any rate, I would like the answers to some of those questions. I look forward to the opportunity of discussing all of these issues with the minister over the course of the next two or three weeks.

Mr. Chairman: It is two minutes before five o'clock. I do not know whether the committee wants to adjourn now or ask the minister to comment on some of the points raised by the opposition critics or give the minister time to go over his notes and prepare—

Mr. McClellan: His devastating rebuttal.

Mr. Chairman: —a convincing reply.

Hon. Mr. Grossman: I am in the hands of the committee, Mr. Chairman.

Mr. Chairman: I think it is a good time to adjourn. We will adjourn until Monday at two o'clock.

The committee adjourned at 4:59 p.m.

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- Copps, S. M. (Hamilton Centre L)
- Grossman, Hon. L. S.; Minister of Health (St. Andrew-St. Patrick PC)
- McClellan, R. A. (Bellwoods NDP)
- Pollock, J. (Hastings-Peterborough PC)
- Shymko, Y. R.; Chairman (High Park-Swansea PC)



Ontario

LEGISLATIVE ASSEMBLY

No. S-20

Legislature of Ontario Debates

Official Report (Hansard)

Standing Committee on Social Development

Estimates, Ministry of Health



Second Session, Thirty-Second Parliament

Monday, December 6, 1982

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Monday, December 6, 1982

The committee met at 3:42 p.m. in room 151.

ESTIMATES, MINISTRY OF HEALTH (continued)

The Vice-Chairman: I call the committee to order. We are considering the estimates of the Ministry of Health and we have some 18 hours and two minutes left for these estimates. At our last sitting, we had completed the opening statements by the opposition critics. The minister has now requested some time to reply to the critics.

Hon. Mr. Grossman: Thank you, Mr. Chairman. There were a lot of points raised by my two critics who were doing their customary thorough job. Because of the time they have spent putting together some of their arguments, I think we ought to try to round out the record so we can move on to—

Mr. Chairman: Have you started?

Hon. Mr. Grossman: Just started.

Mr. Chairman: I just wonder if you would allow another member of the committee to make a few brief comments on your statement. Perhaps the opposition critics would not mind allowing Mr. Gillies to comment.

Mr. Gillies: I think the minister had requested the time to reply to the opposition critics. I am quite willing to defer my questions until that is finished.

Mr. Chairman: I am trying to accommodate everybody. I also have to settle an urgent problem as to our schedule. I reported to the House the decision of this committee to continue our hearings on family violence, focusing specifically on child abuse, some time in January or February. We have to have an indication as to the number of weeks this committee would like to sit, most likely three days a week.

Mr. Boudria, I know you might prefer not to be here on Mondays and Fridays, since you are out of town, and there may be some other members who feel the same. We did experience this problem before in our committee hearings. Can I have an indication as to how often per week, how many days and how many weeks the members would like to sit so I can notify the

House leaders and others who are working out the schedule?

Mr. Piché: Is that in January? Is the House in recess in January?

Mr. Gillies: Otherwise just following question period.

Mr. Piché: I know some of you are sitting on the Ombudsman committee; Mr. Boudria, Mr. Runciman and I are. They will be meeting the first week of February for one week, so I would suggest you take that into consideration.

Are you ready to have a consensus or a general idea as to when you would meet?

Mr. Gillies: Do I understand the two matters of business we are to consider would be the continuation of the committee study of family violence, focusing on child abuse, and the reference regarding the McMichael Collection? Are those the only two orders of business?

Mr. Chairman: My understanding is that the reference regarding the McMichael Collection may be part of the estimates of the Ministry of Citizenship and Culture.

Mr. Gillies: Since that is unresolved, could I suggest the committee request leave from the House to sit throughout the month of January? If we do end up with those two items of business, we could need the full month to give them proper attention. I do not know how the other members feel.

Mr. Chairman: When you say throughout the month of January, do you mean beginning January 2 or 3, and sitting right through? Some of us have a problem following the Julian calendar of the celebration of Christmas, and yours truly is one of them. I would suggest that it be after January 7 or January 8.

Mr. Gillies: Certainly, Mr. Chairman, I would not want to interfere with your holiday.

Mr. Boudria: I also think we should not start before January 7 or 8, or whatever that week is. I would ask the members to consider that the committee should sit only four days a week during recess. Some of us who have constituencies hundreds of miles away have to get some constituency work done and we like to get back and forth to the riding. In the past, we have sat

on occasion only three days a week. Perhaps four days a week would be more like it—perhaps Tuesday to Friday or Monday to Thursday. I am agreeable either way; it really does not make any difference to me.

Mr. Chairman: Is there general agreement to Mr. Boudria's suggestion that we meet four days a week, Monday to Thursday inclusive, and that this be the week of January 10, the week of January 17 and the week of January 24, 1983? Thank you. Thank you for your indulgence and patience, Mr. Minister.

Hon. Mr. Grossman: To get by the small matters which have been raised first, the critic for the Liberal Party began last time by raising some concerns about what she thought to be the minister's office in the vote. As most members will know, the minister's office is not a separate vote. It comes under the heading of main office.

The critic for the Liberal Party has failed to understand that the main office vote includes the minister's office, the deputy minister's office, the Ontario Council of Health, the assistant deputy minister of community liaison and corporate resources, the affirmative action program, manpower planning and development, French language health services, the assistant deputy minister for the administration of health insurance and the executive director of finance and administration.

She has also been unfortunate enough to presume that the changes over a year in what she has referred to as the minister's office, but what is in fact the main office, relate to the new minister coming in in February. Perhaps she will appreciate upon calmer reflection that these estimates were put to bed some time before the new minister came in and reflect the estimations put on the operations long before I took office. Therefore, in no way could any change in the main office vote, let alone the minister's office vote, reflect the fact I have now come in as minister.

3:50 p.m.

She also talked about the comparison of manpower in the minister's office year over year. I hope I have made it clear to the committee that it does not reflect upon this minister. None the less, in fairness to my predecessor, the health critic for the Liberals has suggested that staff in the minister's office, in accordance with the estimates, has increased 21.9 per cent. In point of fact, she has taken the main office vote from April 1, 1980 and com-

pared that to the main office vote for April 1, 1982.

Ms. Copps: Mr. Chairman, on a point of order: The minister is supposed to be responding to my opening statement, rather than responding to questions I may have asked at question period. If the minister's memory will serve him correctly, he will remember my opening statement referred to the statement, "The system is a crock," made by his senior policy adviser in speaking of his new approaches for the aged. This issue he is dealing with was raised in question period, when he already had an opportunity to do something.

Mr. Gillies: Just speaking to the point, the tradition and practice in this committee has been that the opposition critics have all the range and scope to speak to whatever they wish in their opening statements, without interruption from other members, and that the minister can use his time similarly.

Ms. Copps: Sure. But it is my understanding, on the same point, that the minister has made a statement, the opposition has rebutted or made a statement in kind, and the minister is now presumably responding or rebutting my opening statement. Instead, he is speaking of remarks that were carried out in the context of question period and really do not address the issues I raised in my opening statement. If he is going to be fair in responding to my opening statement, I think he should respond to the points raised in this committee.

Mr. Chairman: Following the minister's opening statement, the opposition critics of both parties respond to the statement traditionally. They often venture into quite a large area of concern that is not necessarily stated in the introductory statement by the minister. In responding to the critics, the minister is guided by the same flexibility of integrating other comments which may not be word by word nor have been stated by the critic of one party or the other. So I do not think your point of order is accepted.

Please continue, Mr. Minister.

Hon. Mr. Grossman: Just to clarify the situation, reading from Instant Hansard of December 1 on the estimates, the member for Hamilton Centre said, in talking about the minister, "He talks about patients' rights." She goes on and on. She says, "When you look at the manpower summary for 1982-83, as opposed to 1981-82, classified staff as of April 1982, main

office, up 11 per cent, 50 people as opposed to 45 people."

Ms. Copps: And there is no reference to the minister's office. That is in response to your statement.

Hon. Mr. Grossman: I want to get on to the important matters in health.

Ms. Copps: Please do so.

Hon. Mr. Grossman: Therefore, may I just move on by saying that is the same 21.9 per cent she erroneously attributed to the minister's office. If she will reflect for a moment, she will realize the minister's office does not contain any complement position; therefore the comparison of 45 to 50 is apparently—

Ms. Copps: By your own admission, Mr. Minister, you are saying I referred to the main office in my opening statement. I would appreciate it if you could keep your remarks to respond to my statement.

Mr. Chairman: Could I simply ask for your co-operation? Just as the critics were making their response to the statement of the minister without interruption on the part of the minister, I would hope we would have the same co-operation in his response. Would you please continue, and I would appreciate it if you would refrain from interruptions.

Hon. Mr. Grossman: I think I have made my point, Mr. Chairman.

I want to go on and make it clear so the opposition critic for the Liberals does not presume the words with which she began her remarks the other day in terms of us planning, intending or even thinking about using a campaign based on guilt are in any way reflective of any ministry decision or a decision by the minister. That is not the case. That is an opinion expressed by my adviser and not one which I share in any way whatsoever.

The critic for the Liberal Party will be pleased to know that in my own office I do not hire people who will parrot what I like to have heard, or who give me views with which I shall always be comfortable. Those views were expressed to me and I rejected them categorically. None the less, the person who offered that advice has a great deal of knowledge in the system. I know you will acknowledge that his judgement and background are important and useful. That does not mean I accept all of his advice or opinions, nor should you attribute those comments made by an adviser to me as being in any way reflective of ministry policy.

I think it is fair for the opposition critic to

point out that the remarks I made on community health centres and health service organizations have been statements of intent on our part. To quote her in some way or other, she implied I had only 18 right now and asked what we were going to do about it.

She was looking at estimates which were printed prior to March 1982. There has been a dramatic change in the view the ministry holds of HSOs and CHCs, and that would not be reflected in estimates that were printed in March 1982. We plan and we are backing up those policy pronouncements with programs that will encourage people to bring more of these alternatives to us and which will allow us to improve the funding and working relationship in ways that we indicated in our remarks at the time.

Reference was also made to the situation at the Mental Health Centre in Penetanguishene and at Oak Ridges mental retardation centre. Severe allegations were made that harsh and inappropriate treatment was being used with patients at Oak Ridges. May I remind members of the committee that the Oak Ridges division has maximum security services for some of our most difficult cases. The level of security will be dramatically higher there, and some of the programs will be a little different to what one finds in other places. Various treatment approaches have been introduced at Oak Ridges over the last many years. Some of them have worked better than others; there is no question about that. Various programs have been tried there for people with severe personality disorders.

While there have been allegations—in this case only two—about the treatment practices in that hospital, it should not be taken to imply that those treatment practices are rejected by the medical profession. They have been approved and found acceptable by the profession.

None the less, when we get even two complaints, we are concerned. Therefore, we appointed Dr. Steven Hucker of the Clarke Institute of Psychiatry to inquire into the two allegations, to review the staff responses to these allegations, and to provide an opinion on the validity of the allegations and the appropriateness of the staff responses that were given. We will have a complete report on those particular allegations very shortly. It should not be too much longer. I would say it would be within another month.

Mr. McClellan: Will that be made public?

Hon. Mr. Grossman: I do not think it will, but

we will share the general thrust of it with you, without disclosing any confidential information.

Concerns were also raised with regard to the homes for special care. The suggestion was made that we should not have increased funding in that particular area this year. The funding has been a straight inflation-based flow-through of the cost of running those institutions. I think it fair for people to comment that the current setup is not what we would like it to be. I have already indicated to the members of this committee that I am not entirely satisfied with the area and that we are reviewing it in its entirety to see what changes are appropriate.

4 p.m.

None the less, patients would not be well served if we failed to increase the allocation this year to keep up with the actual inflation-based cost increases for running those homes. Therefore, the increase is hardly one for which I can apologize. I would be subject to severe criticism here and in other places for failure to increase the funding appropriately. That is not to be taken to be a blanket acceptance in any way whatsoever of the current way the homes for special care are structured, but simply to say that it would hardly be appropriate to reduce or even keep funding on a noninflation-based level while we sort it all out.

There was also some suggestion that there was a lack of aftercare services for ex-psychiatric patients in Niagara. Some aftercare services, notwithstanding the picture drawn here last day, are being provided by Greater Niagara General Hospital, Welland County General Hospital and St. Catharines General Hospital.

A study of the mental health needs of the area, initiated by the Niagara District Health Council, will be completed shortly. We have already received the mental health portion of the report entitled, Niagara's Health Action Plan for the 1980s. It advised that comprehensive and accessible psychiatric day care services be considered an essential component of each of the three hospital-based psychiatric services within Niagara. The DHC would prefer to await the results of the entire study before making recommendations for funding.

None the less, we felt it was necessary to respond immediately to some of the needs of the area. Funding of up to \$300,000 has been approved, effective December 1, for the psychiatric outreach program administered by St. Catharines General Hospital. In other words, the very day these statements were being made in the committee last week, a new program was

being undertaken at St. Catharines General Hospital in accordance with a recommendation of the district health council. So we do have work going on in Niagara and we will be able to expand that not too long from now.

We heard at some length the problems at North Bay. In that review last day, it was suggested by the Liberal Party that there were essentially no psychiatric services available in North Bay. While we have had some difficulties in providing the necessary levels of psychiatric services, I think a full view of the situation would indicate it is somewhat better than was pictured last time.

The North Bay Psychiatric Hospital's psychiatric staff includes two full-time staff, with a third one to assume duties January 1, 1983. There is a part-time staff member, Dr. Deadman, who serves one day a week, and two full-time physicians at that hospital are providing psychiatric services under supervision as well. So that is three on staff—

Mr. McClellan: When did the full-time psychiatrist come on staff?

Hon. Mr. Grossman: I shall get that information for you very shortly.

Ms. Copps: Are they also certified?

Hon. Mr. Grossman: Could we deal with this when we get to the vote, so we can remain organized?

Mr. McClellan: We are here to help you.

Hon. Mr. Grossman: In addition, psychiatric consultation and education assistance is provided to that hospital by Dr. Emon O'Toole from North Bay, upon request, and Dr. Maurice Dongier and five francophone psychiatrists from Montreal visit once per month each.

A forensic consultation and educational system is being provided once a month by Dr. Curtin from the University of Western Ontario. That begins next month. Other psychiatrists from Brockville and St. Thomas Psychiatric Hospitals are providing frequent consultations upon request, and North Bay Psychiatric Hospital is now funding one resident in psychiatry.

Taking all of those services, which are unique to North Bay Psychiatric Hospital, it is hardly the absence of psychiatric assistance that has been pictured from time to time. It is important to remember that in the catchment area there are nine other psychiatrists in Timmins, Sudbury, Sault Ste. Marie, and Bracebridge. Dr. O'Toole, as was mentioned before, is a resident of North Bay.

In addition, we have a recruitment program

actively under way. In terms of aftercare services, North Bay Psychiatric Hospital operates a clinic in the downtown area, and North Bay and district health unit nurses provide limited visitation aftercare services to some of our discharged patients. The situation is not entirely as we would like to see it, but there is far more coverage than some people suspect.

Some concerns were raised with regard to a particular patient. I am not prepared to discuss the details of a patient's condition which warrants treatment in certain ways, but I am quite satisfied the treatment in the cases mentioned would be appropriate.

It was suggested here last time that "at least prisoners can go to the Ombudsman." I would like the record to stand corrected. The residents of our institutions also have access to the Ombudsman, as he has access to our institutions. In addition, we will have the patient advocates on stream shortly, so the situation is hardly that of abandonment.

As to North Bay—I am sorry, I missed this point and I want to cover it—a statement was made here alluding to a 100 per cent readmission rate of North Bay Psychiatric Hospital. For the record, so we will all be dealing with the facts, the readmission rates for North Bay are as follows: In 1980-81 readmission within the first 12 months was 40 per cent and within the next 12 months, 20 per cent. In 1981-82 the figures were about the same—41.4 per cent within the first 12 months and 20 per cent within the second 12 months. That is hardly the kind of 100 per cent readmission rate that some might fear.

The question of staffing in northern Ontario was also raised last time. An attempt was made to tie in the residency realignment we saw this past year. I should like to reassure the members of the committee, as I thought I had done on several other occasions, that it would be totally inaccurate to suggest the realignment that has been made in residency posts would impact upon the north in any way. The deans of the faculties of medicine have now found a way to add back almost all of the positions that were contemplated for cutback.

In this case, I know all members of the committee will approve of the steps taken by the ministry to ensure we have a say in the kinds of residents and specialists being trained in this province. That is surely something which everyone would support in this committee.

Effective next January 1, the adjustments will have been made, and post-graduate posts will be added to psychiatry, anaesthesia, community

medicine, family medicine, neonatology, radiation oncology, geriatrics, emergency medicine and clinical pharmacology.

It is interesting to note the opposition critics have raised the issue of the shortage of psychiatrists, of community medicine doctors and emergency medicine doctors. They have also raised the concern about our ageing population, which would be covered by geriatrics. I can say, with some pride, that this government is involved for the first time in a fairly direct way in seeing that those particular gaps in the system are addressed by the residency program in place in this province.

We have assessed the situation and there should be no reason for anyone in the north to fear or suggest that the net impact of realigning those positions would be to reduce the number of physicians available to the northern part of the province.

It was also suggested that Portuguese and other language services ought to be introduced by the ministry. I trust the members of the committee have seen this particular publication, which is in Portuguese and is written for young parents in this community. This publication, which came out this year for the first time in Portuguese, has been quite well received. It is the beginning of an extensive program which we hope to phase in over the next few years. It deals with particular parts of our population that really require ministry information in some other languages.

4:10 p.m.

It was suggested last time as well that the figures the Ontario Medical Association put out recently, showing the numbers of cancellations of surgery in 10 months, indicated a very major problem in terms of the number of beds in this province. I would have to remind members of this committee that the figures the OMA put out, as I recall, indicated there were something like 8,000 elective cases cancelled in 10 months.

One has to have some sense of the numbers here to make an assessment as to whether that is a problem. As I have pointed out previously, the OMA expresses some real concern over the cancellation of 8,000 procedures in 10 months, whereas the OMA itself cancelled 10,000 elective procedures in two days during its own job action.

Putting the 8,000 cancellations in 10 months, which includes some patient cancellations, against 10,000 cancellations in two days, I would have to believe that says quite clearly the medical profession, and the OMA particularly, which

put out those statistics, clearly felt the cancellation of 10,000 procedures in two days did not present in any way a threat to human health or life. I would have to conclude, therefore, that they see little problem in cancelling 2,000 fewer procedures in 10 full months.

I would also remind members of this committee, to put the 8,000 cancellations in some context, that when the OMA set about rescheduling the cancelled surgery involved in the two days they took job action, they were able to reschedule approximately 1,200 of those procedures in one day. Therefore, if the 8,000 cancellations in 10 months presented a real problem, they could have been dealt with by the medical profession working two or three full weekends; they could have eliminated the problem.

I would add that the 1,200 procedures they did reschedule did not have to be rescheduled on weekends. They found ways in which they could be accommodated.

Given all the complaints and problems they allege there are with bed shortages, access to operating rooms and so on, they were able to add 1,200 cases per day on top of the previous bookings just one week after the physicians' job action. Looking at those figures in that context, I think most members of the committee would agree that by their own data the problem couldn't be very severe at all.

It was suggested the last day that it was unfair of the Ministry of Health to suggest that the federal government was really part of the problem and that any suggestion that it was cutting back health payments to the provinces was unfair. I would let the figures speak for themselves. We have the federal government's own analysis of what they plan in their established programs financing and social affairs financing, 1980-81 through to 1985-86.

By their own analysis and their own breakout of the impact of their intentions—their intentions, not ours—in the social affairs area they have analysed in 1980-81 that 42 per cent of total federal government outlays was spent on social affairs. They project that to 40 per cent by 1985-86. With the federal budget that decrease of two per cent is a staggering amount of money by anyone's measure.

To look at it another way, the federal government's social affairs envelope, as a percentage of gross national product in 1980-81, was two per cent, and it is looking to move that down by almost 25 per cent to 1.6 per cent by 1985-86.

Mr. McClellan: What is the source of these projections?

Hon. Mr. Grossman: The federal budget papers.

Anyone who seriously suggests, as the Liberal critic did last day, that it is unfair for the provinces to suggest that this is tantamount to the withdrawal of many billions of dollars from health care by the federal government simply hasn't done his homework. It is fair ball to talk about how we use the money we get, but it is really trite and shows a lack of homework to suggest that the federal government is doing anything but withdrawing, by its own numbers, a lot of money, billions of dollars, from the health care system. We can't pretend that isn't going to impact somewhere in the system.

There was some concern raised about the progress we are making in emergency health services. May I also say that in this area we are making some progress. Over the past year alone, our emergency health services division has implemented the following:

An emergency care workshop, well attended and co-sponsored by the Ontario Hospital Association, dealt with many matters, including categorization of emergency departments. We now have questionnaires going out to all hospitals in the province, which will get us important data as to how to move ahead in this area.

We delivered the first advanced life-support vehicle in London last week. A pilot project for training of emergency medical care attendants 2 is going to be undertaken next month in Toronto. We will have 34 students enrolled, and it will be approximately a two-month program. There will be another series of trainees going in later next year.

We have our heliport system, which is a key for many northern areas particularly. There are eight under construction or completed and 22 in the planning stage. We have our new northern Ontario ambulance radio service, which is a key element of any emergency health services program. We are now looking to speed up implementation of our advanced life-support systems with further meetings with regard to curriculum for the EMCA 2 program and dialogue with northern hospitals, particularly Sudbury and Thunder Bay, to choose base hospitals for the training and employment of EMCA 2s in the northern part of the province.

Mr. Chairman, I might now move on. While I haven't covered all the points raised by the Liberal critic, I think we'll get into the rest of them as we get to the individual votes. I did want to touch upon some of those points because I

think on some of them at least the record ought to stand corrected right from the start.

In dealing with some of the more policy-oriented contributions made by Mr. McClellan, I should like to begin by perhaps cleansing the record in this area as well. He suggested some of the things that have been done indicated the incompetence of my predecessors. I would only want to begin by saying that is unfair.

Mr. McClellan: How sensitive you are.

Hon. Mr. Grossman: Of course, to the extent to which he has given us as fair and balanced good marks for early intentions, as he has, I can only say we wouldn't have been able to do any of these things if it weren't for the strong base I found with the good financial position, the excellent staff and the good base of programs I inherited when I got here. I say that with all sincerity with regard to the last four or five predecessors of mine, at least as far back as they have been able to impact on the system. It is really a preferred position that I inherit in terms of the strength of the ministry and the program base.

Mr. McClellan: Are you saying that Frank Miller should not have tried to close Doctors Hospital?

Hon. Mr. Grossman: We're not always right on every issue, not even you, I submit.

I would like to deal with a couple of the broad areas raised by Mr. McClellan.

Mr. McClellan: Now that the record has been cleansed.

Hon. Mr. Grossman: He addressed the crushing issue of uncontrollable costs and how we are all going to deal with those. He did not suggest that was an easy question to tackle.

4:20 p.m.

We have some excellent discussions going on with some people in the medical profession, particularly the Ontario Medical Association, as well as others, who are sincerely coming to grips with the need to try to resolve some of these problems for the first time.

As I'm sure the member will have seen in the hospital sector, we talked just last week about some new ways of doing business in hospital transfers. We talked about using the mechanism of assessing the real needs of hospitals through diagnostically related groupings, instead of doing across-the-board transfers. We think that would respond more sensitively to the needs of particular hospitals in the system and, at the same time, help us control costs in those areas where

they really need to be controlled by the hospitals and which perhaps haven't been controlled as well as they could have in the past.

We're trying to do what I think all members of this committee would think is important, and that is reflect the real experience in the hospitals, reflect the work load experience, as we did in the recent adjustment we made.

My friend also referred to the question I posed on page 49: why do we have chronic care patients in acute care beds? The reason we posed the question is that our experience is that whether or not an area has chronic home care programs, the numbers of patients in acute care beds who should be in chronic care facilities or in home care programs seems to be unchanged. We are running about five to 10 per cent occupancy of acute care beds in that way, and that has been the case whether we have chronic home care or not. That has been the case whether we have a lot of chronic care facilities in the area or whether we don't. That has been the case whether we have a good co-ordination placement service or none at all. Therefore, we're having a difficult time assessing just what variables will tilt the system.

I know the honourable member will share with me the desire to do something about the institutionalization of our elderly people particularly. While he and others quite properly press us to have more and more nursing home beds, I know he doesn't suggest that as the only alternative. He suggests that we meet the real need out there and nothing more.

In trying to assess what the real need is, we have to find out why people make the decisions they do make out there. It apparently isn't affected enough by the availability of chronic home care. It doesn't seem to keep a great number of people out of the acute care beds. We don't know how to deal with the medical profession facing up to the family that really wants to leave a relative in the acute care bed and objects to someone suggesting that he or she can now be moved to either a nursing home or back home with chronic home care, or acute home care for that matter.

Doctors have a difficult time insisting that a patient be moved in those circumstances. There is no question many patients feel far more secure in an acute care setting, with all the medical staff and all the equipment around, when they may not need to stay in that particular facility. There are a lot of things, therefore, that have been tried. We can't seem to turn the

key to unlock the secret behind that five to 10 per cent occupancy rate in acute care beds.

I should like to hear if it's the view of the members of the committee—and certainly if it is, I'll consider it very carefully—that building even more nursing home beds is the answer. We can debate whether they should be private or publicly owned, but the number is what I'm talking about right now.

We have an extreme number of institutional beds per population. Should we build more? Will that alleviate the problem? Is that the right route to go?

If we spend all of our money in home care and home maintenance programs, will that tilt the system? Will that relieve the demand for more nursing home beds and will it move people out of the acute care beds? We can't be sure right now. We have to get the answer, however, and we're studying that very intently in the ministry, particularly in the studies that are being headed up by Glen Heagle.

The Hospital Council of Metropolitan Toronto study, which has been talked about for several years now, has been referred to again. It is accurate for the member to say, as I think he did, that the ministry doesn't accept all of the methodology contained therein. One of the reasons is that on the very day that study was done, as I recall, there were 900 empty beds in Toronto. Hence our continued referral back to the proper allocation of those beds.

Do we know where the beds are? Do all the patients have access to all the beds? Is there a central registry through which we can screen people to the available beds, instead of them being denied beds in the hospital they or their doctor would like them to go to? Given our concern about uncontrollable costs, would it make sense for any of us to continue to build more and more beds in institution A when institution B has empty beds which are not being accessed?

The member raised the question of the numbers of beds. There is no question we have been shifting beds the last few years. Bed shifts have gone on because we have been trying to allocate our money better to deal with the uncontrolled costs that were referred to, and to have beds meet the priorities of the ministry and the population.

I would admit to some problems in methodology; we talked about that. We are not sure it is 100 per cent. I think it is as good as anyone can find, given that it is always an inexact science. I wonder what we should be doing differently. If

it is simply a matter of more beds, I should like to hear that. I wonder if that is really the kernel of the problem.

The member has also raised the problem of moving from the announcement of new nursing home beds to the opening of those beds. I know he will be very anxious to have all the private nursing home operators in business and making money at the earliest possible date. Have we got the flow chart on those things? I appreciate his concern for the private sector.

Mr. McClellan: First, I have argued many times that these beds should be in municipal or charitable homes. You have to respect the wisdom of that—

Hon. Mr. Grossman: We all know the municipalities would do it so much faster. That is certainly their track record.

I want to see if I can get the dates for the current beds in the system. It is in those briefing books.

In the case of a brand new facility, there are often problems getting the building permit, getting plans approved—there are a lot of pieces of paper.

Mr. McClellan: Give me the figures.

Hon. Mr. Grossman: When I do have the figures they will be very brief, but they do reflect a difference between the person who is adding three beds or has been given 15 new beds, and the person who is building a brand new facility, such as Northwestern General Hospital.

Mr. McClellan: I know that. But we are talking about two or three years.

Hon. Mr. Grossman: Well, we are going to give you the figures as soon as we get them here. While they are looking for them I shall—

Mr. McClellan: You can come back to that.

Hon. Mr. Grossman: I shall come back to that.

I want to make this point clear to Mr. McClellan. We are going to get those figures and they will indicate that in some cases there is as much as a two-year delay or time lag between—

Mr. McClellan: That is what I was saying.

Hon. Mr. Grossman: I want to make it clear that we too are dissatisfied with the current process. I believe it is taking too long to get the beds up and operating in some circumstances.

Mr. McClellan: Are you going to tell us why it is taking too long, and how you are going to be able to speed up the process?

Hon. Mr. Grossman: I know you wouldn't want me to dwell too much on the past as to why

it has taken so long. Suffice to say it is taking too long and we are going to find ways to shorten it.

Mr. McClellan: If you do not know why, then it is hard to solve the problem.

Hon. Mr. Grossman: I can tell you why, if you want.

Mr. McClellan: I raised it because I would like to know why it is taking so long. You don't have to do it now; we can do it in the vote. But at some time I would like to have that discussion and try to understand why you can't do it more quickly when this Legislature gives you the money to set up the beds.

Hon. Mr. Grossman: I could talk to six o'clock on why, and maybe I will. No, I will not; I will just confirm that we are serious about that endeavour. My staff is now working on how we can make sure these things do come on stream. We are providing \$150,000 to the association so they may better promote their own alternative to the health care sector.

4:30 p.m.

On a positive note, the introduction of this alternative and the ministry stamp of approval on it has not met the kind of institutional resistance I thought it might. That is a useful thing to note and I think it is hopeful. As we handle the introduction of new health service organizations and community health centres, it will require some delicate strategy to make sure we do not cause an enormous and unwarranted backlash. That is the case with the introduction of any new and radically different alternatives.

It is not really that radically different, when one sits back and looks at it, and I think we will be able to make some gains. We have already had one substantial group approach us in Metro Toronto with a view to seeing if they could set up an HSO and we are currently meeting with that group. I think it has 22 positions; don't tell your friends because I will not give any names. So I think we will be able to report back next year at this time, or hopefully even earlier in the year, that we are in pretty good shape on that count.

I must pause to give credit to the Ontario Medical Association, which I thought could possibly try and destroy the alternative and cause us some difficulty. They have not acted in that way at all so I think we will be able to work closely with them in expanding this alternative.

The member referred to the remarks I made at district 5 in Alliston, and suggested that all I

did there was beat the drums in favour of opting out.

Mr. McClellan: Did I misquote you?

Hon. Mr. Grossman: No. The honourable member never misquotes me. On the following page of that same speech, I said, "I am frustrated by the inability of the medical profession to help me be in a better position to defend your right to opt out to the public or to the federal government."

I go on to talk about concerns I have over some of the activities that doctors are responsible for. In that session and in the question period afterwards and in very many sessions that I have had with the medical profession, I have made it quite clear that they must be absolutely at the front line of the discussion.

The hot line they put in place some years ago is not sufficient. They are going to have to do a better job of convincing the public that accessibility is in place. There is no bargaining on that point. They must ensure it is real and provable.

In our opinion, the six per cent number of extra-bills indicates it is pretty good, but if they believe there are no real problems—as I have said to them in that speech and others—that must not only be the real situation but it must be the apparent situation.

Mr. McClellan: Can I just stop you there? Could you get me the formula by which the ministry calculates that six per cent? I am not aware how you can possibly tell how many claims are actually done on an extra-bill basis with the present reporting material. When we get to the right vote I would like to have some understanding about how that works technically.

I did not want to throw you off, you don't have to do it now. You probably can't.

Hon. Mr. Grossman: Yes, we can, but we will not.

Premium assistance: I can give you the figures. You were expressing some view about the denial of service for people who have not paid their premiums. Just so you will be aware, the number of people on premium assistance has gone up two per cent in the last year.

That would indicate some of the people facing difficulties—I suggest most of them—are being picked up in the premium assistance program. As well, I think it is fairly clear that regardless of what is said from time to time, there is absolutely no denial of medical service to anyone who has not paid his premiums.

Just to clarify that once again, I said in my CHC-HSO speech that the transfers will be

made and the payments will be made for those organizations that treat people whose premiums have not been paid. That has removed a concern from them.

The extra-billing regulation was referred to by the member for Bellwoods and I suspect he will want to discuss that at a later time when we get to the vote, where we have some time.

Mr. McClellan: All I want to do is see the regulation.

Hon. Mr. Grossman: Yes, we may well see that before we rise.

Mr. McClellan: Can you table the premium assistance statistics for us?

Hon. Mr. Grossman: Sure.

Before I conclude with the mental health portion I will just take some of the new beds that were promised and are not yet on stream and try and run over the kinds of things that occur. At Beacon Hill Lodge in Windsor, renovations for 412 beds started just recently and they will not be completed until November 1983. In almost all of these cases you will find construction has caused the delay.

Construction for the 10 beds at Bobier Convalescent Home in Dutton will not begin until March 1983, but will be completed in July 1983. Construction for 49 beds at Chateau Park in Windsor began in June 1982 and is just about complete now, if not complete.

Let me take some major ones. At Northwestern General Hospital here in Metro, 120 beds were approved a year ago. Construction started a month or so ago and will not be complete until March 1984. So the member will be able to rise a year from today and suggest that 120 of the beds awarded last year have not yet been put on stream, and he would be right.

The answer in that case revolves around some problems they had with the soil. The soil tests turned out differently than was the case when they actually started construction. They looked at moving sites and they looked at reinforcing the site with caissons which would have increased the costs substantially. Finally, they let the tenders for construction and it did not get under way until last month.

The question we all have to face is, given the real soil problems they had there, whether anyone's interests would have been served in taking those 120 beds, cancelling the award, and spreading them out in four or five smaller wards throughout Metro and starting the process over again. I don't think that would have been the case.

I don't know if the members had the opportunity to see the Northwestern proposal, but it has respite beds. It has a residential component for non-nursing home cases and it really will be the kind of facility he has talked about in terms of having a comprehensive package of care for our senior citizens.

We would not want to have lost that proposal, yet they were having problems with regard to their site. I do not deny those 120 beds are badly needed on stream right away in Metro. That is the kind of situation we get into. You asked me to explain some of the problems that arise from time to time. There is a soil problem that dealt with 120 of the beds.

Etobicoke General Hospital commenced construction in June 1982 for 94 beds and they will be finished next June. So we get a 94-bed major facility built by one of the best operators in the province; Bestview, a nursing home. It will take a year to build that very major comprehensive facility. Those are the kinds of things we have.

If you are going to get a brand new, fairly large facility with a capacity to expand it, it is going to take about a year in construction. That is the case with Bestview at Etobicoke General. The facility at Northwestern is larger and more comprehensive so it will take about 14 or 15 months. That is just in the construction phase.

There is nothing we can do to shorten the construction gap but a great deal can be done to speed up the paper side of it in moving from the initial announcement through the tendering process, the advertising process, the opening of tenders, and the awarding of the beds.

The member has spoken eloquently, as he always does, on the subject of mental health. He talked about the Whitby Psychiatric Hospital report. That is not, for once, a leaked document, but it is a public document which was sent to the district health council out there.

4:40 p.m.

Mr. McClellan: That was not part of the concern I raised. It was reported as an excerpt from the Heseltine report.

Hon. Mr. Grossman: That was an erroneous report. We are trying very hard to get the Heseltine report out for you and for the use of the committee during these estimates. I, personally, would find it quite useful if that were the case. I have not had the opportunity to have it presented to me and perused by me in depth. I have some insight into some of the things it will say. I think it will provide members of this

committee with a lot of interesting food for thought.

I think the report will be very useful and a seminal document in this field. Therefore, I particularly would like to have the opportunity to have members of this committee give me their views on the recommendations it will have.

I am trying my best, in circumstances which are compounded by the fact that we are in estimates, to get that out at this particular time. Failing that, it will not be too long into the new year.

I think it would be helpful to all of us if we could get it out, even though it unfortunately would be somewhat lost in the glare of other events if it were out this month, but we are going to try to get it before this committee.

Mr. McClellan: Who are you addressing now? You are obviously not addressing me.

Hon. Mr. Grossman: No, you are mistaken. Do not prejudice it.

Mr. McClellan: I am not holding it up, if that is your concern.

Hon. Mr. Grossman: The member raised the progress of Sister Janet's committee at Queen Street. I must say it is going pretty well. It could be quicker, but we face numerous problems at Queen Street and the member knows them very well and he has identified one of the problems. I am not sure too many people would now build the building the way it is currently constructed.

Mr. McClellan: No one would.

Hon. Mr. Grossman: In this room I am always careful. I can never tell.

Mr. McClellan: If you can find anyone who would, take his name down.

Hon. Mr. Grossman: I will not take the time of the committee to repeat the problems; the member knows them very well. I understand what he says about the Peat Marwick report. I just do not share his views. They were just as concerned about laundry as they were about drugs. I think they have understood well the issues, and particularly Sister Janet and her committee are working with some care and diligence trying to get the place sorted out. Dr. Malcolmson and Michael O'Keefe are doing yeoman service to aid in all of that, and we are beginning to get some results now.

You have suggested that the Peat Marwick report ignores the alternatives. I know you have seen my remarks of last month to the chiefs of the psychiatric units of public general hospitals. That reflected, I suspect, some of the kinds of

thrusts that you would share, the pivotal hospital concept and the better use and integration of our psychiatric units in the general hospitals with our psychiatric facilities.

That will be dealt with by Heseltine, he tells me. I have dealt with it myself at Queen Street with Sister Janet and with the administration. When my deputy and I toured the facility we met with both Sister Janet and the administration and, as you no doubt have heard, we even met with a large assembled group of the employees in constructive meetings.

In our meetings with the administration, we discussed the pivotal hospital concept at length. They well understand that while we have not made decisions in this area, there has to be a better integration of cases and a better working relationship between psychiatric institutions and our public general hospitals.

I have spoken quite directly about the psychiatric unit situation in the general hospitals. I know you share my view that their role has to be solidified, their funding has to be solidified and their role in the public general hospital has to be somewhat increased.

Mr. McClellan: You may come around to accepting our view. Let us keep the record straight. It is not my contribution to the debate; it is a position that has been articulated in this committee since Jan Duszta was elected in 1971.

Hon. Mr. Grossman: Notwithstanding that, we think it is a fine concept. I know you will be relieved once again to see that.

Mr. McClellan: In order to cleanse the record, as they say.

Hon. Mr. Grossman: To cleanse the record further, my friend makes some fuss from time to time, and I think appropriately, about the number of Queen Street patients, both voluntary and involuntary.

Mr. McClellan: I am just talking about involuntary patients. Let us be very clear about that. Do not try to play games with that. I am just talking about involuntary patients.

Hon. Mr. Grossman: I have here the numbers of AWOL patients who are involuntary. There is no question but that the member's concern is absolutely valid here. It is a very difficult situation when we have a circumstance where involuntary patients can leave the institution in any numbers, let alone the kinds of numbers that institution has become, unfortunately, rather known for over the last period of time.

However, the new working arrangements, in

a difficult circumstance—that is, the physical layout of the building and some of the patterns there—are having substantial results. To compare the 1981 figures with the 1982 figures, they are as follows: For September 1981 there were 54; for September 1982 there were 15; for October 1981 there were 35; for October 1982, 18; for November 1981, 24; November 1982, 17. In other words, we have seen a 44 per cent decrease.

The member would not be unfair enough to suggest that I find those latter figures of 15, 18 and 17 tolerable, but to be fair, they are a very dramatic reduction from the previous years. If one traces all of the months in 1982 against all of the months in 1981, with about the same case load, one would find, with the exception of one month, the numbers are down fairly substantially.

So we are making progress. It is not as good as I would like to see it or as good as the staff there would like to see it, but it is very, very dramatic progress. I would certainly share the member's concern if we were not making dramatic inroads in solving that problem, but it is not solved entirely.

Mr. McClellan: Could you table the full figures on that? That would be helpful.

Hon. Mr. Grossman: The member referred to sections 66 and 67. He was on the committee and played an important role in the discussions at that time. I would only say that I am not surprised that he feels very strongly about the views the committee took. I would only ask the members of the committee, both current and past, to contemplate how the introduction of the patient advocates and the community advisory boards might, to use the member's own words, help us to meet our real obligations to our patients and our obligations under the charter, and whether we have perhaps not got a more sensitive way to do it now in 1982 with the advocates and the CABs than we had in 1978 when we did not have that alternative in the system.

I believe the Legislature has spoken on this issue. That does not make the issue beyond review and that does not mean we should not contemplate that in the light of circumstances as we find them today. I should say to the member that I am not just waiting for some court to come along and tell us what we have to do or to strike down the current procedures in view of the charter. If I were, I would not be worrying about the situation right now and seeking the advice of the committee.

4:50 p.m.

We could go ahead with sections 66 and 67. I fear some of its implications and simply would ask that we take this opportunity to spend a short time reviewing how we could set up our patient advocate program, how we could structure its reporting relationships, how we could deal with the community advisory boards and see if that, taken together with perhaps a change in some of the procedures we follow at the review board hearings, might meet the goals of the members of the committee in 1978, without requiring that we move to an overly legalistic approach as opposed to a medical model.

That is the only point I wish to make on that dialogue. I should simply say to the member who suggested it, I do not want to be unfair to him but perhaps we should not have met with Mr. Justice Haines on the matter. We really reached wide to get as informed an input on the issue as we could.

Mr. McClellan: Did you call him or did he call you?

Hon. Mr. Grossman: We called him and we called a lot of other people to try to get some input on the way to go.

Mr. McClellan: If I may say, I welcome your invitation to have a further discussion on that issue during these estimates. I think that would be very useful and helpful.

Hon. Mr. Grossman: I might say to the member that if he and the chairman and perhaps the other critic could try to agree on a certain time or a certain day, we might be able to get people from the ministry who are particularly interested in the issue here to make sure we are able to discuss it, but I am in the hands of the committee.

Having said that, I appreciate the indulgence of the committee to go through what was a lengthy opening statement. I appreciate the remarks of my critics, which I think were useful for the most part, and I do look forward to going through vote by vote on the estimates.

I would be remiss, however, if I did not simply pause at this stage to say that I am pleased with the progress we have made this year, my first 10 or 11 months in the ministry, to the extent that it has gone rather well for me. I have certainly enjoyed it and I am excited by some of the initiatives we have undertaken.

I should clarify for the members of the committee and I would want to get on the record that whatever success we have had, and whatever success we might have in the future, is largely due to the dedication of my ministry

staff. My deputy, who is sitting beside me on my left, has been most thorough and hard working, and on many days overworked, as we attempt to do things as quickly as possible. He has had enormous success and has shown enormous skill at getting the rest of the ministry team reorganized, getting some new people in the ministry, and getting an extraordinary number of new policy initiatives under way.

To all my assistant deputy ministers and my associate deputy minister and those who work for all of them, may I say I have rarely in government seen a group of people who could marshal a very large ministry together, not only to point us in new policy directions very quickly, but also to turn some of those policy initiatives into new programs in an extraordinarily short time frame. Our mental health initiatives we were able to get under way by mid-May, notwithstanding the job action that consumed most of our first two months in office.

We got several initiatives under way in addition to those in the area of mental health. We have our patient advocates and our community advisory boards and we have been able to get our community health centres and our health service organizations under way. We have been able to make some yards in improving things in our mental health delivery. We have moved fairly quickly, finally, in our emergency health services, and I could go on.

The point I wish to make is that very many of the initiatives you see are before you, members of the committee, simply because of the dedication of my civil servants who have moved quickly on both working up policy and getting under way some initiatives on the elderly, which will take some further study and time, not only in policy development, but also in moving quickly where we had a real provable need to get the money together, get some programs together and get them out in the field almost instantaneously.

So I am deeply indebted to all of my civil servants, from the deputy on through the ministry, for the dedication they have put in, the time they have put in and the effort they have made, and I am satisfied, regardless of the political impact of any of the things, that the public will be extraordinarily well served by their dedication. I wish to thank them on the record.

Mr. Chairman: Thank you, Mr. Minister. I would like to have some indication on the part of the members of the committee as to any specific requests some of you may have of representatives in the area, let us say, of mental

health care to appear before this committee and to decide on this now so that we can give prior notification to any individuals you would want to question, and also the order you would like to follow.

I certainly would prefer following the order of the votes so that some of the senior administrators in the area of the health insurance program would know when they would be required to be here so that they do not sit here through four or five days of estimates until they are called to appear before the committee. In other words, I would appreciate some general guidelines on how you would like us to follow this. My preference, as I say, if there is agreement, would be to follow the votes in the order specified.

Mr. McClellan: Just a suggestion. What normally happens with this ministry is that we spend a fair bit of time on ministry administration and we spend a fair bit of time on institutional care. Usually, as the estimates proceed, members start to come in with specific concerns that they have around their own constituencies. What usually happens is that we end up with a relatively small amount of time for the third vote on mental health and almost no time on health insurance. Maybe we could, if it is agreeable, set aside at least one sitting for vote 3303. I would like to have some discussion on sections 66 and 67, among other things.

Hon. Mr. Grossman: I would not be adverse to two sessions there perhaps in order for us to see if we can get the Heseltine report out and schedule that.

Mr. McClellan: If one of the sittings was a Wednesday—

Hon. Mr. Grossman: Are you not here on Monday and Tuesday?

Mr. McClellan: There is more time on Wednesday.

Hon. Mr. Grossman: Not with the House sitting Wednesday.

Mr. Chairman: The House will be sitting so that will cut down on the time.

Mr. McClellan: I am sorry. I did not schedule it. Two sittings is the bid.

Hon. Mr. Grossman: I would agree with that. I would find that most useful.

Mr. Chairman: Is it agreed that we will spend two sittings of this committee dealing with vote 3303, the public and mental health program? Do you want it at an early stage of these estimates?

Mr. McClellan: I would leave it to you and the ministry to arrange, since we are asking a

number of staff to be here, whenever that is convenient over the course of the next 10 or 12 hours.

Mr. Chairman: Do you want to look at Monday and Tuesday of next week? Is it agreed that Monday and Tuesday of next week we will focus on the third vote and have the public and mental health program scrutinized?

Hon. Mr. Grossman: Mr. Chairman, I would like to get the Heseltine report out. That may be too early, but perhaps by Wednesday of this week I might be able to give some indication whether I think it will be available by Monday or Tuesday of next week.

Mr. McClellan: I would like some time to look at it before and not have you come in on Monday afternoon with Dr. Heseltine and his report.

Mr. Chairman: Any other specific requests you would have as to the order of proceeding?

Mr. McClellan: As for the rest, I think we can just plod along.

Mr. Chairman: Usually the first vote is a sort of free for all, but I would understand that in the case of the health insurance program you would leave it right up to the end as we proceed in order.

Mr. McClellan: Let us just see how it goes.

On vote 3301, ministry administration program; item 1, main office:

Mr. Chairman: We are on the first vote. Ms. Copps, would you like to start?

5 p.m.

Ms. Copps: Mr. Chairman, for my edification, when you are talking about the first vote, are you talking specifically about the—

Mr. Chairman: Item 1, the main office.

Ms. Copps: Right, just the main office. There are certainly a number of concerns we have in this area, the main office. The number 1 item which has been drawn to my attention is the increase in salaries and wages of main office employees. I wonder if the minister might provide us with a list of the positions, their job descriptions and salaries of all of the individuals who are employed in the main office as well as the rationalization for what is a 46 per cent increase between the actual expenditure in 1980-81 and the projected expenditure for fiscal year 1982-83.

I have commented in the past on the increase in the staffing component over the last year as well as over the last two years. I wonder if the

minister might at the same time comment on how he can justify a 46 per cent increase in salaries over the space of two years during a time when this government is supposed to be committed to restraint. The minister might also draw a comparison between the salaries, wages and employee benefits of the main office and those of employees in the majority of other areas across the board, which show that in most cases the salaries, wages and employee benefits, as well as the number of employees, are being reduced.

If you look back to your manpower summary on page 106, it shows very clearly that in most areas the numbers of employees are actually down. In fact, one of the few exceptions is in the main office. I wonder if the minister can justify this in keeping with his government's call for restraint. I wonder if he can justify not only the exorbitant salary increases over the last two years, but also the sheer increase in the numbers of employees in percentage terms. It is very difficult to go out and sell in the community the minister's call for restraint in hospitals and the call for restraint in other areas when he is setting such a bad example in his own main office. I wonder if he might comment on that.

In terms of staff, the main office staff has increased by 11 per cent. Yet if you look at emergency health services staff, notwithstanding the minister's comments on his newly launched program, there has been a decrease in emergency health services staff of 1.2 per cent, a decrease in institutional health care services staff of 3.4 per cent and a decrease of 2.2 per cent in laboratory services staff.

Again, that verifies the concern that has been expressed by a number of people who are working within the health care system. If you have an opportunity to go out and meet people who are actually delivering the service, that is, nurses working in hospitals or in community health settings, you will find health workers who have found themselves under increasing stress because fewer and fewer people are being required to perform the same number of services. Those services are presumably guaranteed by the Minister of Health in terms of universal accessibility. Fewer and fewer people are being required to perform the same number of services and the ministry is calling upon them for an exercise of this restraint so that they might live within their budgets. At the same time, in his own budget the first thing we see increasing at a tremendous rate are the salaries and the numbers of employees in the main office.

The minister can fall behind the facade, and believe me, I did learn how to read before I came to the Legislature. Notwithstanding his contention, it is very clear that the main office includes a number of components. All those components are responsible for determining policy direction, etc., of the Ministry of Health. I think the estimates themselves very clearly point out that the main office includes the minister and his staff as well as other advisory people.

In fact, you can look to the main office description on page 16 where it states very clearly the membership, which includes the Ontario Council of Health, the assistant deputy minister, the affirmative action program, management planning and development, French language health services co-ordinator, executive director of finance and administration, etc. They are all laid out. I can understand that and I can read that.

However, it seems to me that when there is an individual out there working in the field trying to make a go of it, and when the ministry is preaching, planning and espousing restraint at every turn, to have those kinds of increases within the space of two years is absolutely untenable. The minister can say he was not around and was not responsible for the estimates as put forth in 1981-82 and how absolutely and incredibly out of whack they were. At the same time, the Ministry of Health is a continuum and as the minister he is responsible for developing the growth in his main office staff, as well as in other components of the Ministry of Health.

Basically, he is the bottom line. He is the person who must respond to the question that is no doubt going to be asked out there in the health field when he goes out to hospital administrators and tells them that they're hoarding money, when they are complaining they can't make ends meet. When he goes out to the nurses or to the other health professionals and tells them, "We have to toe the line; we have to cut back on the number of psychiatric employees presently under the aegis of the Ministry of Health," they can look back at this very minister who preaches restraint and preaches all these wonderful things and say, "In the main office of your own ministry you had a 46 per cent increase in salaries and wages over the last two years."

How can you, with a straight face, actually go out to the public and say, "The budget is being stretched to the limit. We have to cut back in all

these areas. We have to cut back in salaries and staffing in almost every other ministry area except, in the main office"? What is it that makes the main office so unique? How can you actually justify that tremendous, bloated budget and bloated increases that should certainly never have been approved or even proposed in a time when you are asking civil servants to live under an umbrella of wage restraint?

It is just absolutely untenable, and I can't see how the minister with a straight face can try to change the subject by saying that he is referring to main office rather than the minister's office. You are the minister for the Ministry of Health; and you are responsible not only for the main office, but for all of the other components that go to make the health care system. I can look to the very first vote. I think that is probably the crux of our problem. We are overblown with high-priced advice at the upper end of the limit, but when it gets down to things such as employees and psychiatric services, we are cutting back. We increase at the main office and we increase at the senior level, at the very heavily paid end of the scale, but when it comes down to actually delivering the service and cleaning the bed pan and moving the patient we're cutting back.

I would like to get the breakdown on the salaries of those employees and the actual rationalization of the minister for the increase of 11 per cent in staffing between April 1981 and April 82—in fact over 20 per cent between 1980 and 1982—at the same time as there is a decrease in almost every other area of health manpower, according to his own figures.

I refer him back to page 106 which he can go through in almost every single area, with perhaps information services being one of the few exceptions. I know information services are extremely important to the minister in his quasi-medical and quasi-political ambitions of the future. That is another area where we've seen an increase, but in almost every other area we have seen a decrease. We see an increase in the district health councils' health program, but personnel services were down; supply and office services were down; financial services were down; emergency health services were down; institutional care services were down; laboratory services were down; and mental health programs were down.

In total number of employees, as classified between 1981 and 1982, we are down substantially. Where is the rationale for this bloating of the bureaucracy at the upper level, when you are

asking all of those other people who are working down at the very service delivery level to hold the line, and not only to hold the line but to perform the same services with fewer employees on a yearly basis in comparing 1981 and 1982? To me one of the key questions is how the minister can justify with a straight face that tremendous increase in salaries between 1980 and 1982 and, at the same time, the increase in staffing component from 41 to 50.

5:10 p.m.

Hon. Mr. Grossman: I know the member valiantly wants to explain why her reading or understanding was accurate. Let me try just once again. At least today she is not suggesting I caused any increase. She now understands these estimates predated me.

Ms. Copps: I stated in my question, had the minister been listening, that it was for the last two years. The minister will be aware of the fact he has only been the minister for the last few months, so he could not have been responsible for increases in personnel that occurred in 1980-81. That should be self-evident even to the minister.

Hon. Mr. Grossman: Yes, sure. Moving right along, may I just indicate once again that the numbers are from 45 to 50, or whatever, I want to get the right numbers.

Ms. Copps: From 45 to 50 in 1981-82. Prior to that it was from 41 to 45 in 1980-81.

Hon. Mr. Grossman: I shall ask Mr. LeNeveu to take you through all the intrinsic numbers for this past year because I know how intently interested you are in the entire main office vote.

If the honourable member is suggesting the main office should have been cranked down in terms of numbers of people, I should like her to indicate out of which of the following she would have taken the staffing: the minister's office; the deputy minister's office; the Ontario Council of Health; the assistant deputy minister of community liaison and corporate resources; the affirmative action program; management planning and development; French language health services. I wonder if your colleague would have advised that we reduce staff in that area. Do you want to speak to that, Mr. Boudria? You will get a chance in a moment.

Ms. Copps: Maybe they can come up with better than five psychiatrists from Montreal once a month to cover the North Bay Psychiatric Hospital then.

Hon. Mr. Grossman: In addition, there is the

assistant deputy minister for the administration of health insurance and the executive director of finance and administration. Just to give you some sense of what role the minister's office plays in the complement figures you read a moment ago, my driver, like all drivers, is in the complement figure. That is it—one, one today, one last year, one the year before. It is O-N-E, one.

Where did the five new people come from? Four came with the creation of the assistant deputy minister for community liaison and corporate resources. They help him deal with all those things listed in the book, which I know you read carefully, which outlines his responsibilities. One of the major reasons for doing that was to move some responsibilities out of another vote somewhere else where you see complement into this new position in order to free Dr. Suttie to handle his new and refined responsibilities in mental health.

Just to clarify, we decided to add an associate deputy minister to relieve the work load on Dr. Suttie and his division, so he would be able to better cope with the mental health area in which he is performing so splendidly. Of the five complement positions outraging you, four are associated with the assistant deputy minister for committee liaison and corporate resources. The one additional staff member of the five, or in other words, to use Ms. Copps' use of percentages, 20 per cent of the entire increase, was taken up with an added position in the French language services, where she was suggesting we should not have added these positions. You see, Mr. Boudria, she did not know where they came from.

Those are the places where the addition came. May I also remind the member—and she could have found this out if she had asked—that all of those five positions were shifted within the ministry. There was no bloating. We transferred some activities from one of the other areas you see down on page 104, or whatever it is, and shifted it into another vote.

We did nothing other than to reorganize the ministry better. We did not pay people more money. We just served the public in a different organization. That has the appearance of moving people out of one of those lists and moving those numbers of bodies—all five of them, including one in French language services—into another vote in the ministry.

When you travel about Ontario, and the people ask you questions about the number of new people in the main office vote, as I know

they do all the time, you may tell them they are attributable to a shifting of bodies within the ministry in order to deal with French language services and community liaison and others. That is the fact, Mr. Boudria.

Mr. Boudria: Are you grasping at straws, Mr. Minister? You seem to be stressing that.

Hon. Mr. Grossman: What I am doing is grasping at you.

Ms. Copps: Why does he not respond to the Dubois report?

Hon. Mr. Grossman: If you want to discuss French—

Mr. Stokes: Why don't you two declare a truce and start over?

Hon. Mr. Grossman: I cannot even declare, let alone declare a truce.

Ms. Copps: I am just following the minister's example of carrying on multiple conversations in the midst of all of my presentations. I figured I should respond in kind.

Hon. Mr. Grossman: Pardon me for talking while you were interrupting.

Ms. Copps: That was my line during the last estimates.

Hon. Mr. Grossman: I shall ask Mr. LeNeveu to, so to speak, walk you through the main office vote because I know you want to know all these figures.

Interjections.

Mr. LeNeveu: Basically, there are quite a number of functions under the main office. Just to run through them very briefly, there is the minister's office, the deputy minister's office, the senior medical adviser to the ministry, the French language co-ordinator, management planning and development, assistant deputy minister of administration and health insurance, which is my own position, executive director of finance and administration, the metrication office, the health board secretariat, affirmative action, the Ontario Council of Health, and the new assistant deputy minister, the post referred to as Darwin Kealey's position.

The increase in total between 1982-83 estimates and the 1980-81 actual two-year increase is about \$1.6 million. Rather than reading off all the figures, there are three major components that account for about two thirds of the total increase. First is the decision to position and bring together the planning and development function within the ministry, which raised the total expenditure from \$276,000 in 1980-81 to \$941,000, an increase of about \$665,000. The

second largest factor is an increase in the budget of the Ontario Council of Health of about \$206,000 for a strengthening of that particular operation. Third, is the new assistant deputy minister's office, as referred to earlier, which is \$163,000.

In essence, those three factors would account for about \$1,034,000, or about two thirds of the total. The other increases are all relatively small in the other seven or eight functions relating to the salary increases and cost-of-living adjustments over the two years.

Ms. Copps: I am not interested in the last column where you are looking at the other appropriations. Specifically, I am interested in the increases in salaries and wages between the actuals of 1980 and the projected expenditures of 1982-83. I calculated about a 46 per cent increase in salaries and wages. I wonder if you could break that down and provide a salary for all of the classifications that are included in the main office. That is what I am looking for.

I understand the component parts of the main office because it is already listed in estimates.

Mr. LeNeveu: Hitting the highlights of the increase, the salaries in the management planning development function were \$181,000 in 1980-81, and the centralization brought them to \$656,000. That would probably be the largest individual increase. The salaries for the newly-created ADM's position—

Ms. Copps: On that first centralization, can you provide us with the list of classifications that have been taken from other areas and brought into the main office, which would presumably justify the \$400,000 or \$500,000 salary increase?

Mr. LeNeveu: We could do that for you. I am sorry I do not have that with me today.

Ms. Copps: I should like to see a breakdown of all of the employees, where the new employees came from and the increases in straight dollar and category terms from 1980 to 1982.

5:20 p.m.

Mr. LeNeveu: All right. Could we provide that to the committee, Mr. Chairman? I cannot do that today for you, I am sorry.

Ms. Copps: Okay. As long as I can have that information for all of the employees with the main office. Perhaps you could specify the numbers of those coming in from other areas of the ministry, so if there is duplication from other areas, I can pull that out as well.

Can you give us an overall figure of the straight dollar increases or percentage of dollar

increases for those employees who have previously been within the ministry and will continue to be in the main office?

Mr. LeNeveu: The increase would basically just reflect the salary adjustments that have taken place over the time frame. I think the adjustments in both years were something in the order of 10 per cent. I cannot give you an exact amount today, but it would be within that magnitude.

Ms. Copps: So we would only see this tremendous discrepancy with the newly created positions?

Mr. LeNeveu: Yes, that is right, and the realignment within the ministry of some other positions.

Ms. Copps: I see. How much did the realignment account for of the almost \$1 million in salary increases?

Mr. LeNeveu: It would be about \$600,000. The realignment would be about \$400,000-odd, and the creation of the new ADM position would be another \$120,000. So the combination would be about 60 per cent of the total you are referring to.

Ms. Copps: When you said the creation of the ADM position, presumably that includes the support staff?

Mr. LeNeveu: Yes, that is right. There are four positions altogether: the ADM position, one executive assistant, and two secretarial positions.

Ms. Copps: Thank you.

The Vice-Chairman: Do you have any further questions, Ms. Copps?

Ms. Copps: No.

The Vice-Chairman: Mr. Boudria, did you have questions on item 1?

Mr. Boudria: Yes. It has to do with the staff that was referred to by my colleague a minute ago.

Over the last year I have written to you on several occasions on different constituency matters. I have also written to your predecessor on a number of occasions. The situation to which I want to draw your attention is the following:

I wrote to you on March 25 concerning a program that was announced in the throne speech. You replied to me on July 5. I wrote a letter to your predecessor on January 28 and you answered on April 8. On May 10 I wrote a letter which you answered August 31 and I wrote to you on March 8 and you have not yet replied.

Those were not open letters. They were not press release types of letters. They were just straight ordinary questions, for example, someone wanted to know if there were services available for a diabetic, that kind of stuff. I do not know the reason for that delay. I do not know whether you are aware that most of your colleagues would reply to a member's question, at least in an interim way—Mr. Ramsay, for instance—usually within five days.

I am saying this very frankly. Others take a little bit longer—and that is understandable—but I am sure that if a poll was taken among all the members asking who takes the longest to answer members' letters, you, sir, would unfortunately have that record.

The Vice-Chairman: Would you like that poll to be conducted right now, Mr. Boudria?

Hon. Mr. Grossman: Do I get to vote?

Mr. Boudria: Mr. Minister, is it not possible, with all this staff we are told you have, to answer some of those letters? Some of them have very legitimate concerns. The council of one of the municipalities wanted information on a paramedic, for instance. That letter was sent in May and answered in August or something like that.

I do not have the latest one here because I have just written to my constituents. Now I just write on the letter to my constituent: "Dear Sir, attached is the reply from the minister, that took six months." It is unfortunate to have to do that, but I cannot very well take the blame for those kinds of things.

I am just wondering if it would be possible to organize things in such a way that we can get speedier replies.

Hon. Mr. Grossman: No problem.

Mr. Boudria: If we, as members, took three or four months to write to you, it would be a year before our constituents were answered. That would not be acceptable. I don't even know whether an answer is required, but I am drawing it to your attention.

Perhaps you are not even aware this is going on. I realize your ministry is very large and that is a problem that may be difficult to rectify. I hope I am drawing it to your attention in a constructive way and that you take it that way and rectify it. I do not feel it is acceptable the way it is now.

I've brought a few examples here which I would like to give to you to illustrate that.

Hon. Mr. Grossman: Thank you. Mr. Chairman, might I indicate to the member, as I indicated earlier, that our staffing is about the

same as it has always been in the minister's office. I think the long turnaround time has been resolved. You will find more recent communications are working on a three-week turnaround almost without exception. If there are exceptions, I would really like to know about it. Just have your people call my office and say, "Hey, it has been three weeks and we haven't heard." We would like to know about that because I believe it is working very smoothly now.

Part of the reason for the long turnaround time—at least for the two or three months you've referred to, March, May, and so on—was very much due to my policy. In my first few months in a new ministry, I insist on seeing every piece of mail that comes in. In the case of other ministries, it often comes right in and goes to staff to work up a response.

I found it very useful in the three ministries I have had to look at the mail coming in. It gives me a sense of what the issues are. That, unquestionably, held it up some time while I went through all the mail.

As well, I have chosen to sign all mail, in each of the ministries I have had, that comes in addressed to the minister. In other ministries, it is the practice to have some categories of mail that come into the minister responded to directly by someone in the ministry.

Mr. Boudria: Yes, that is right.

Hon. Mr. Grossman: I have chosen not to follow that policy. I think it works very well for some, but I like to see the letters that are going out to make sure they reflect my view on these things. As I discussed with the ministry mail committee just the middle of last week, there is no question—

Mr. R. F. Johnston: Ministry mail committee?

Hon. Mr. Grossman: That is right.

Mr. Gillies: Are they in the main office?

Hon. Mr. Grossman: No, there's no complement. Main office.

Mr. R. F. Johnston: I've got a question on that.

Hon. Mr. Grossman: We put it together to try to deal with turnaround time. I am redrafting a good percentage of the letters that come up—I or my staff—in order to get people to understand better in the ministry the kind of letter I like to send out. That, unquestionably, has a learning period. I think we are over the hump now. It is down to about three weeks now. Our apologies to you for the earlier delays. That was

fairly common in the early months as I saw everything going in. I still see and sign everything going out.

Mr. R. F. Johnston: Are the minutes of that committee available?

Hon. Mr. Grossman: To you? No doubt you've already got them.

We are currently running about 20,000 pieces of mail a year. That's a lot of signing.

Mr. Boudria: I recognize that. My reason for bringing it to your attention was that you may not have been completely aware of that.

Hon. Mr. Grossman: I appreciate that.

Mr. Boudria: I know a lot of mail goes through your office. I know you read the letters when you sign them, but you may not notice that the response that was readied by your personnel was five months after the receipt of the original letter. That may not automatically come to your attention. That is why I felt it was important to bring it up. I am not looking for apologies on your part. I don't write letters to get answers for myself. The information is for my constituents.

Mr. Chairman, I wonder if you could clarify one thing for me. Under which one of these votes am I supposed to ask a question on the francophone services?

Mr. Chairman: I don't know. What questions are you planning to ask again?

Mr. Boudria: Francophone services.

5:30 p.m.

Mr. Chairman: On this one. The French language health unit co-ordinator is the first item under main office.

Mr. Boudria: I don't have a briefing book.

Mr. Chairman: There isn't much on page 16 of the briefing book.

Mr. Boudria: Can I ask my question now?

Mr. Chairman: Sure.

Mr. Boudria: It isn't anything too complicated. I am concerned about the availability of French language services. You identified one reason for the lack of services in your statement. You said it is very difficult to motivate francophones to get into the health care field. No matter where I go, I keep telling my francophone friends that they are not going to get services unless they decide that is what they want to do for a living. That is first and foremost.

Have we had any kind of policy to attract francophone health care specialists from outside the province to fill that vacancy, while we

train some in Ontario? If you will recall—and my colleague the member for Hamilton Centre (Ms. Copps) has discussed it—the Dubois report, entitled *Pas de Problème*, identified serious problems in the area of mental health, especially at the Brockville Psychiatric Hospital.

I wrote a letter last year to your predecessor on the case of a 77-year-old patient who was living there, a unilingual francophone. It was stated by her relatives that she could not obtain satisfactory services because of her advanced age and very serious mental condition. It was worsened by the fact she couldn't even ask anybody for a glass of water and be properly understood.

A letter was returned by your predecessor stating that there was some bilingual staff there. There was something like six out of the hundreds of staff working at Brockville. It was such a small number—six or whatever—that they could not assure the continuity of service over a 24-hour period. At that time, I asked your predecessor if it could be arranged, because of the particular situation of that constituent, that she be transferred to some facility in Quebec. The family was agreeable to this.

They said: "Move her to Montreal or Quebec City. It's no further from Hawkesbury than Brockville is. We wouldn't object. The only thing we want is that she be in the type of environment where she could hopefully recover." That couldn't happen there. Your predecessor refused that request.

If a similar situation occurs in the future, would you be prepared to have some sort of reciprocal arrangements or do you have a reciprocal arrangement of that kind with Quebec? The Ministry of Community and Social Services has that kind of arrangement in northern Ontario. They send emotionally disturbed youth from places in northern Ontario to Rouyn or someplace like that.

I want to know whether you've ever entertained the idea or whether you have some kind of arrangements with Quebec to provide the service you cannot provide because of the lack of health care professionals.

I recognize that is a problem. The management at the Brockville Psychiatric Hospital told me it was very difficult to attract the francophones they needed to provide the care. They just don't want to move there. There is nothing you can do about that, I guess, though there may be something. Perhaps there is some sort of incentive program or advertising to try to recruit them.

Anyway, those are the two questions I would like you to respond to.

Hon. Mr. Grossman: To get a full outline of the steps we are taking, which I think are quite good, I would ask the famous assistant deputy minister for community resources and corporate liaison, Darwin Kealey, to take you through this French language services issue.

Mr. Kealey: I will address the first question, the supply of francophones in the medical health care professions. Perhaps Dr. Dyer can address the second part.

In your own area, the Ottawa-Carleton Social Planning Council is completing a study on the supply of francophones in the health care area. As part of the preparation for that, we have asked the district health council and the French language services at the Children's Hospital of Eastern Ontario to see what the best approach may be to tackle the problem.

We have to take an approach, in the first instance, to recruit more francophones into the health care profession. This is not only a matter of language, but a matter of culture, which is equally important. Though we are expending a lot of dollars in terms of French language training, I think we really have to alter that policy to attract francophones into the program.

In order to do that, we have a number of things on the go now. Number one is a visitation program to high schools, particularly in northern Ontario, to try to encourage young francophones into the health care professions. We will support that with the bursary program.

On the question of exchange, we had a meeting with a number of deputy ministers from Quebec about two-and-a-half months ago, which our deputy participated in. At that time, the question was raised whether or not we might be able to look at some kind of an exchange program between the two provinces. We will be following that up with a return meeting with them early in the new year.

There are some problems in trying to do that sort of exchange as well. But when we raised it with the Children's Hospital of Eastern Ontario, they were very supportive of the idea. That is the thrust we want to pursue in the new year. To solve the problem in the longer term, it really won't be language training, although that will be part of it. It really has to be recruitment of francophones in the health care professions.

Mr. Boudria: Could I ask a supplementary on that? You indicated you were touring the high schools in northern Ontario. Will you be doing

the same thing in eastern Ontario in the future? In my own constituency there are something like 60,000 francophones, just in Prescott-Russell. Would you be entertaining doing that there in the future as well?

Mr. Kealey: Two years ago we started it as an experimental program with other ministries. The Ministry of Education and other are involved. The program has been extremely successful. It would be our intention this year to expand it, not only into eastern Ontario, but into areas like Welland county, as well as some other areas of the province. We think the only hope we have is to have the recruitment here.

Mr. Boudria: The other part of my question was the possibility of advertising in other provinces—the ideal place would be Quebec or New Brunswick—to recruit medical practitioners or health care professionals in those provinces to work in Ontario. I don't know whether there are any incentives. Do we pay more in Ontario than they do there? Is that an attraction we can use? I'm not even sure. Has that been explored?

Hon. Mr. Grossman: I would ask Dr. Dyer, associate deputy minister, to reply.

Dr. Dyer: We have advertised for certain staff throughout the country when there is a particular shortage in this province. An example was the physiotherapists. We advertised in Quebec for francophone physiotherapists. The problem is that physiotherapists are short all over the country. Attracting them to move is difficult, although inducements have been offered.

In answer to some of your other questions with reference to the availability of services, in the Ottawa area alone, for example, we provide some 200 beds that are used by Quebec residents in the hospitals. There is an example of that. One third of CHEO's budget is spent on provisions for Quebec residents using the hospital. The hospital budget is roughly in the area of \$30 million, of which \$10 million is spent for residents from Quebec.

At the same time, we are aware they are trying to build up the Centre Hospital du Sacre-Coeur in Hull and they also have plans to build the Gatineau Hospital. That will add to services in that area. In your own area, we are rebuilding the Hawkesbury Hospital as a brand new hospital. That hospital primarily serves the francophone residents of that area.

To answer your question about treatment in other provinces, we have no way of sending patients to another province, although if the

patients go to that province, we will pay for those services rendered within that province, just the same as Quebec pays for the residents served in our province as well, except for the capital construction problem. But for the operating costs, we will reimburse a facility in Quebec, and do on many occasions, for the use of facilities in that province.

5:40 p.m.

One of our problems is that—and the same with the Quebec physicians—we have no sharing of the ability to admit patients. Physicians practising in Ontario have admitting privileges in Ontario hospitals and physicians practising in Quebec have admitting privileges in the hospitals in Quebec, but a physician cannot admit to a hospital across the border in that sense. As far as patients going to Quebec are concerned, it would be possible if they could find a physician that could admit them in Quebec to a Quebec facility. If that occurred, and it does occur from time to time, we will pay for those services.

We have had occasion, when a patient has chosen to do that, actually to transfer some patients by air ambulance from hospitals in the north to facilities in Quebec, in Montreal for example. As a matter of fact, in that case the choice was made by a physician in the north who said he would like this patient to be transferred to the Montreal Tertiary Care Institute for care. We transferred that patient by air ambulance for that care.

Mr. Boudria: But, again, going back to my one case of that elderly woman, there is at this time no reciprocal arrangement between the two provinces by which you, as a minister, could recognize you were not equipped to deal with this particular patient and you could communicate with your Quebec counterpart and say, "We cannot take care of this person here because we do not have the services she requires. Could we transfer that particular patient over there through some sort of purchase of service agreement? To answer me directly, you do not seem to have that in place right now. If not, is it being thought of to establish such a policy?"

Hon. Mr. Grossman: I think, as Dr. Dyer was trying to explain, it is really very much a question which relates to getting a doctor in Quebec to agree to admit someone. It is not as though the hospitals there will not admit Ontarians. Where they are available to us, we will pay. It is simply a matter of the doctor in question. I do not know what happened in the circumstance you were talking about, but—

Mr. Boudria: Do you realize that it gets very complicated to ask a Montreal doctor if he wants to take a resident of Brockville Psychiatric Hospital and suggest that she be moved over to a hospital in Quebec. First of all, Brockville Psychiatric Hospital is 200 miles from Montreal, so how are you going to get that doctor to go over and examine that patient in order to constitute that type of referral? It becomes very impractical because of the distances there. If the Brockville Psychiatric Hospital was not in Brockville but rather in Hawkesbury, you could just phone up a doctor across the river in Grenville to make that kind of recommendation and he or she could come over and moments later make that kind of request to bring that patient to Montreal, but because the psychiatric hospital in eastern Ontario is nowhere near the border, but much further west, that suggestion becomes really inoperative. It cannot be done.

Hon. Mr. Grossman: It would seem to me that the doctors between them, the ones involved, could establish a working relationship with the doctors in question in Quebec whereby the doctors in Quebec would rely upon the judgement made by one or two physicians in Ontario who are in Brockville, for example. Where that physician says that this is an appropriate place for the facility in Montreal, then perhaps a doctor in Montreal would agree to accept that patient.

To the degree to which we might assist in making those relationships or putting people together, we would certainly be more than happy to look at what we can do to establish those links. I would personally think that it would be better done outside of government between the two professions because there is nothing much we can do to select two doctors and tell them to work together.

Mr. Boudria: I tried to affect that and I could not. I just hope that your ministry somehow in the future attempts to establish some sort of a co-ordinating role whenever you are not equipped to handle a particular patient because of the linguistic barrier and would be prepared to look at that in the future with a view towards somehow improving that kind of transfer of patient. I am not even sure how it could be done.

Hon. Mr. Grossman: Dr. Dyer points out to me that we have the kind of relationship you are talking about already established between physicians in northwestern Ontario and the Winnipeg hospitals.

Mr. Boudria: There you go.

Hon. Mr. Grossman: It is not a territorial problem. It is just a relationships situation. The points you raised are very good and become, if anything, more crucial when there is the language factor. I appreciate your suggestion. I shall take it up both with my counterpart in Quebec and I will ask the Ontario Medical Association to take it up with their Quebec counterparts and see if they may find a liaison link that perhaps you have not been able to get doctor to doctor. I will approach the medical association.

Mr. Boudria: For all we know there may be anglophones in Rouyn who would rather be at some facility in Timmins or something. It could be some sort of an exchange of service and maybe benefit both provinces. As a long-term objective I am sure what you want as a ministry and what everybody wants is to have all the facilities here to be able to cater to the francophone population, but there is the fact that at the high school level and the university level it is difficult to interest francophones in that area at the present time, and you have not yet solicited health care professionals too much from outside of Ontario, which I hope you will do more of in the future. I am sure with the tax advantages and so on that we have in Ontario it should be relatively easy to convince somebody who is living in Montreal that maybe Ottawa would not be such a bad place to live.

Hon. Mr. Grossman: What is wrong with Hawkesbury?

Mr. Boudria: Well, Hawkesbury too, but do not forget that although my constituency is mainly Prescott-Russell, I represent part of Carleton. The Ottawa area hospitals do take in about two thirds of my riding in so far as providing services. The Hawkesbury Hospital, of course, would serve mostly Prescott county, Glengarry County and parts of Quebec, but the rest would be served by the Ottawa area, and that is why that area is of particular concern to me.

Hon. Mr. Grossman: I think that is very valid and you have identified the long-term solution which we have been working at for some time. It will take some time to get some people agreeing to go into the professions, but in the meantime, we are looking to get some more French-speaking services available through French-speaking professionals. In Ottawa we have had some success. I would be remiss if I did not tell you the problem we have in getting patients accepted into Quebec hospitals is that they have a more

severe bed problem than we do. They have a lower ratio of beds per population than we do and the pressure on their beds and availability of beds there is quite a problem for their own people. Obviously there are some problems in just finding the beds. We are much more generous here.

Mr. Boudria: In the case of that particular patient, we never got that far anyway. Perhaps it would have been unsuccessful because of the fact, as you say, they have a scarcity of beds which is worse than ours.

Hon. Mr. Grossman: Ours is not bad. They have a problem; we do not.

Mr. Boudria: My colleague is not here at this moment. She perhaps would not agree fully with what you are saying now, but in any case, I wanted to outline this problem and I am happy that you will be taking that under advisement.

Hon. Mr. Grossman: Those were some constructive suggestions.

5:50 p.m.

Mr. Stokes: I would like either the minister or Dr. Dyer to bring us up to date on the telemedicine experiment that was undertaken quite some time ago. It is in a state of suspended animation, as far as I can see, at present.

There was some evidence that it was working reasonably well under the auspices of National Health and Welfare in concert with this ministry and some of the hospitals down here. We thought it would bring people in remote communities in northern Ontario a little bit closer to expert medical diagnosis down here and that they were going to use telemedicine to accomplish that. I know there was some difficulty with the health council. I have not heard anything about it of recent vintage, so I would like an update on that.

I would also like an update on the nurse practitioner course that was started a few years back. I am told the Ontario Medical Association did not take too kindly to this. It may be unfair to suggest they have thwarted the efforts to get nurse practitioners into the areas that are having difficulty recruiting doctors. We had an excellent nurse practitioner in Beardmore, but she accepted a position in the Ottawa area and that was the last I heard of her.

I am sure the minister knows the problems we have from his conversations with Dr. Copeman and others who are responsible within his ministry for attracting doctors to the north. A lot of communities in the north just went through the exercise. They were assisted, aided and abetted

by the Minister of Northern Affairs (Mr. Bernier). They started on their five-city recruitment junket down here in southern Ontario for doctors, dentists, paramedical people, and particularly physiotherapists.

While Dr. Copeman is doing yeoman service within his competence, I know there are a good many people in the medical fraternity who do not think that is the proper approach. Financial incentives to students are not the approach. A good many of those students who started out on that program have since bought their way out, so they will not have to practise in the north. That was one of the conditions under which the bursary program was started.

Those programs have been under way long enough now that the experts in your ministry should be in a position to say whether they are good, bad or indifferent. I think one of the things that can be done is to bring back the nurse practitioner component in the delivery of health systems.

There is also a need for dental hygienists. This works very well in other jurisdictions. I can recall a young native person who was a skilled dental hygienist. She had practised up in the Northwest Territories around Yellowknife and she wanted to come back to practise in her own home reserve at Gull Bay.

When she made application to do so, she was advised by those responsible for monitoring the activities of dental hygienists, that it was a no-no in Ontario. The Ontario Dental Association strenuously objected to any dental hygienist or dental therapist who was operating even at arm's length from a dentist. Consequently, we are not able to attract either a dentist or a hygienist who might do some preventive dental work.

When we used to have the travelling dentists through the north, there was an excellent dentist by the name of Dr. Toll. He was forced to retire because of age and promptly went down and set up a practice in Seaforth. He was just the greatest thing since sliced bread. I can recall when he came to a community in my riding that he was astounded to find he was putting partial plates into the mouths of grade 8 students.

It has improved since but, for reasons that are obvious to all of us, we cannot attract dentists in sufficient numbers or with sufficient frequency of visits to even scratch the surface of dental needs on a preventive basis. I think people in your ministry should be looking at the possibility of putting hygienists in to do a limited amount of work, where they can have access to

a dentist, as they say, at arm's length in the same way you would operate the nurse practitioner's course.

One of the other things I want to discuss is the need for chronic or extended care beds in existing hospitals. Your ministry, in concert with the Ministry of Northern Affairs, announced such a program about a year and a half or almost two years ago. It is my understanding that none has yet been authorized. I know Sioux Lookout in the Kenora riding is high on the list of priorities. I know Geraldton, which was quick off the mark and could be as high up on the list as number two, is still anxiously waiting.

In that regard, I want to find out from the ministry why it was necessary for the Ministry of Northern Affairs to step in and fill an obvious need. If it was any place else in Ontario and if it was a demonstrated need, an expenditure of funds which could be justified, it would be done under the auspices of your ministry. I suppose it is because the Minister of Northern Affairs has a high profile. In northern Ontario if you have a problem that seems to fall between two stools, you go to the Ministry of Northern Affairs and they come up with some funds.

It is my understanding that the application for chronic care beds in these northern hospitals has to have the blessing of Northern Affairs. I do not know what the consultative process is between your ministry and Northern Affairs—I do not much care who does it—but it seems to me another level of bureaucracy before you get the final approval.

That may be an uncharitable statement. It just seems to be taking an awfully long time to give approval to the Sioux Lookout application or the Geraldton application. I did not see the Sioux Lookout application, but I did see the Geraldton one and it was just an excellent location. I do not see how anyone could say they

have not demonstrated a need. They are wondering why it is taking so long and, frankly, so am I. I would like to think it is not because of that intermediate step through the Ministry of Northern Affairs.

In setting up medical and dental clinics, the Ministry of Northern Affairs has come to our assistance to provide some seed money or some assistance to communities that must have an up-to-date and modern clinic in order to attract either doctors or dentists. We are told by people within your ministry that the very minimum requirement is to have some place for them in which to operate. If you say, "You can come into our community if you are prepared to spend \$200,000 or \$300,000 to set up a clinic," they are going to forget about it. They are going to practise down here in the arcade on Yonge Street or someplace else.

MNA saw a problem and was able to convince Management Board that it was a legitimate expenditure of public funds. But it is taking a long time and I am wondering if either you or Dr. Dyer could assure me that things are well under way and that we can get some positive indication or an announcement that those things will proceed. There is a great need and I think it has been adequately demonstrated.

Mr. Chairman: It being six o'clock, we will adjourn and meet tomorrow after routine proceedings.

Hon. Mr. Grossman: Mr. Chairman, before we adjourn, are you going to be back tomorrow, Mr. Stokes?

Mr. Stokes: Yes.

Hon. Mr. Grossman: I thought perhaps if Dr. Copeman is in town, we might bring him along.

The committee adjourned at 6:01 p.m.

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Ontario - LEGISLATIVE ASSEMBLY

No. S-21

Legislature of Ontario Debates

Official Report (Hansard)

Standing Committee on Social Development

Estimates, Ministry of Health



Second Session, Thirty-Second Parliament

Tuesday, December 7, 1982

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, December 7, 1982

The committee met at 4:17 p.m. in room 151.

ESTIMATES, MINISTRY OF HEALTH

(continued)

On vote 3301, ministry administration program:

Mr. Chairman: I call the meeting to order. Mr. McClellan is absent, so the minister may want to withhold his reply. Mr. McClellan was next on the list of speakers and Mr. Johnston was after him.

Hon. Mr. Grossman: Mr. Chairman, maybe we will hold on until Mr. McClellan gets back. He asked about telemedicine and a couple of other things. We will have Dr. Copeman when Mr. Stokes gets here.

Mr. Chairman: Mr. Johnston, you indicated you would like to wait until the appropriate vote. We have always had co-operation from Mr. Johnston.

Mr. Gillies: Just very briefly, I know the minister is not going to have too many bouquets thrown at him in committee, especially during the estimates process, but I wanted to offer one or two if I might.

In my personal experience since you took office, the various issues I have brought to your attention from my riding have been dealt with extremely well. Specifically, in the last year since you took office, we finally had our application for the community mental health program in Brant County approved. It had been our fourth application. Also, I would like to laud your solution—or I hope what will be the solution—to the deficit problem in the hospitals.

While we were all very pleased to see the \$110 million made available by the ministry to help clear up the institutional deficits, I know that part and parcel of your announcement at that time was the premise that the hospitals should not expect anymore bail-outs in future years. You feel the budget bases have been adjusted to a reasonable level so that the institutions should have the capacity to carry on without running up future deficits. With the information you have coming into the ministry at this time, do your financial projections offer you encouragement that we will not see increased hospital deficits in coming years?

Hon. Mr. Grossman: We think the scheme will work because it is based upon budgets that were set, in essence, by the hospitals. Previously, base budgets were the subject of negotiation and discussion between the hospitals and the ministry, resulting in a ministry assessment of what the real operating budget ought to be for the hospital. The hospital would then say the ministry's staff did not understand what kinds of funds were required to run a hospital as it is constituted.

To get out of that, we moved to a different method which took into account last year's full operating costs for each hospital. That meant they had now established the cost of running their operations for a full year. We took that figure, added inflation to it and added real provable work load to it. They are now operating on a budget which they have established themselves and to which inflation has been added.

There can be no suggestion that it is an arbitrary figure that we picked out of a hat, or that my people did serious calculations upon which some of the premises might have been wrong. Therefore, I think the hospitals should be able to run without deficits, provided their real inflationary costs and the real costs of wage settlements are looked after in our yearly adjustments to their budget basis.

I have a sheaf of letters here which answer your question more specifically. Here is a letter to us from the Wellesley Hospital, November 9: "It is our view, as well as the board of directors' view, that the hospital has been treated fairly in light of current economic conditions. I am pleased to say we are now anticipating a small surplus on the year's operation."

Mr. R. F. Johnston: Is that a candlelight operation?

Mr. Gillies: I have a letter on the way to you from St. Joseph's Hospital in Brantford saying much the same thing.

Hon. Mr. Grossman: I hope so.

Mr. Gillies: If I might just elaborate, one of the other things we have been able to do in Brantford—again under your stewardship—is to get the capital expansion project under way at Brantford General Hospital.

In view of the new facilities that are going to be appended to that hospital, I have to wonder if you might be getting the argument in the next year or two, if a deficit is run up, that the institution is no longer the same institution that was in place at the time you set the new base budget. There will be any number of arguments made. Are you serious, inasmuch as the hospital has now had one year to set its priorities and its funding levels within a reasonable scope, that they cannot expect their deficits to be picked up in future years?

Hon. Mr. Grossman: Any of these new projects should only be undertaken with advance ministry approval and that includes approval for the additional costs of operating that new facility. Sometimes when a hospital undertakes a new project or expansion, there is pressure brought to bear on them to equip it a little better or to hire more staff than was originally anticipated. I think that is something hospitals have to avoid.

That situation cannot be tolerated because then we get the chronic argument starting again that the new costs of the expansion are higher than anticipated. They are higher than anticipated because they did more and equipped them more than was originally approved. If everyone plays the game fairly, we should not have a problem. If those hospitals want to equip better or undertake more, that is fine, but they will have to do it on the understanding that they will raise the money to operate that excess capacity.

Mr. Gillies: Thank you, Mr. Minister. It just seemed appropriate to me at the time of considering your estimates to say that more projects that we had been seeking have been put in place in the last six months than in the almost two years I have been elected and in the years before I was concerned with hospital affairs in Brantford. We have seen the funding question ameliorated to a considerable degree.

In the last four or five years I do not recall having the hospital administrators and staff as happy as they are right at this moment. If they are being given a reasonable range to continue to offer the services and programs we have now, I hope that will continue into the future. I do sincerely congratulate you on what you have been able to do in your first year as minister.

Hon. Mr. Grossman: Thank you very much. I should indicate that the credit goes to my colleagues who have accepted the new funding proposals we put forth. As I look over this sheaf

of letters from the various hospitals, it seems they have understood the terms and conditions under which these adjustments have been made. I look forward to no more deficits in the system.

Mr. Sheppard: In regard to funding for next year, I have been asked by one of the hospitals if you were going to consider sending out any indication of what percentage of an increase, if any, you were going to be giving the hospitals in Northumberland county or even in the province. I was just wondering if you could send out some indication early, so they could prepare their budget ahead of time. I know you are not the only minister that does it that way. I was just wondering if there is any possibility that you could send out an indication earlier.

Hon. Mr. Grossman: That is always a function of the time at which the government completes its total allocation process and gives us some indication from Treasury and Management Board as to how much money we have been given to fund those programs. It is a global adjustment system-wide, at least for this coming year. We expect we will make that announcement to the Ontario Hospital Association in mid-February. If the system runs more quickly than in previous years, we would be delighted to do it earlier.

Mr. Sheppard: I would also like to congratulate the minister. I have three hospitals in my riding and I have been fortunate in twisting the minister's arm to visit all three hospitals. They are all in good hands and he is welcome back at any time.

Mr. R. F. Johnston: I would like to congratulate the minister as well on the new delegates to the convention he has just picked up this afternoon. I hope this bodes well for you. I am sorry I cannot do much to help, myself.

Hon. Mr. Grossman: I will talk to you later about it.

Mr. R. F. Johnston: Some fund-raising assistance might be useful. I have been quite impressed by your efforts.

Hon. Mr. Grossman: Some have more success than others.

Mr. R. F. Johnston: Our big sales are still going on, producing \$200 or \$300 a shot. This man brings \$180,000 or whatever it was. Congratulations.

I have a couple of things I would like to raise. I would like to know what your opinions are on some things. I talked to your predecessor about this in the past and to the Minister of Commu-

nity and Social Services, past and present. One has to do with jurisdiction in terms of the matter of care for the elderly. At the moment, there is a split jurisdiction between the Ministry of Community and Social Services for homes for the aged and the Ministry of Health for nursing homes and chronic care facilities.

Over the last decade, especially in the last six to seven years, we have seen a massive change in the kind of care that is provided in homes for the aged around the province. That care has become heavier care. It has a greater nursing component to it than it has had in the past. We have seen no expansion, or very little expansion, because of late developments, in the number of beds available in homes for the aged, either charitable or under the direction of the municipalities. At the same time, we have seen a massive increase in the number of private sector nursing home beds which are under your jurisdiction. You have made some recent comments in terms of quality of care of the elderly.

4:30 p.m.

I am interested to know whether or not there is any dialogue between yourself and the Ministry of Community and Social Services, or within the Social Development secretariat, about jurisdiction, about the future of homes for the aged in particular, and whether or not they may be moved from Community and Social Services and into Health in terms of the change in the continuum of care that is taking place.

Hon. Mr. Grossman: Are you advocating that?

Mr. R. F. Johnston: No, I am asking.

Hon. Mr. Grossman: I just wondered.

Mr. R. F. Johnston: As you may or may not have known, I would be willing to lay it all in your lap. You are the minister, so I am interested in your opinions. My opinions are down in Hansard many times in terms of being opposed to more privatization, which is one of the dangers I see if some of that kind of care gets turned over to your ministry. I am interested to know what is going on.

Hon. Mr. Grossman: I am sorry, I was asking your advice on the question of whether consolidation into one ministry was something you were supporting.

I guess it would be only accurate to say, given the breakout between the two ministries, that the dialogue, the constant questioning, at least at the staff and often at the constituent level, that is, the client group level, always goes on. There is no question about that. People who

have had relatives transferred from one to the other certainly ask the question, and I guess staff do too. The policy makers, who are reviewing the whole area of quality of care, raise that issue often as well.

It would be misleading for me to tell you that it was currently under direct review at the minister's direction with a view to shifting from one to the other. To pretend that there was not constant discussion of that issue at the policy level and the other levels I referred to would be inaccurate as well. In my view, the question is really whether the patients at both levels are being well served.

Mr. Chairman: It is a House quorum call and I think committees have adjourned on occasion, for quorum calls.

Mr. Gillies: Mr. Chairman, it is only a four-minute bell. It would be most unfortunate if the House had to adjourn. I would suggest the committee adjourn for a few minutes.

Mr. Chairman: We will adjourn for about five minutes.

The committee recessed at 4:33 p.m.

4:37 p.m.

Mr. Chairman: Would you like to resume your seat and proceed? We have a quorum.

Hon. Mr. Grossman: I have dealt with the first question in terms of whether or not the situation is being reviewed. Was there a second part I did not deal with?

Mr. R. F. Johnston: One of the aspects to do with the whole discussion that has taken place at the ministry level—and a bit at the policy level, but mostly in an operational sense—which was raised by Mr. McClellan and myself in past years, has been the need for a quality of care study of the two groups, nursing homes and homes for the aged, and some kind of an attempt to look at a comparison of the qualities of care and that kind of thing.

In the past we had a lot of difficulty in getting an acceptance of that because we were told it was apples and oranges; more and more they became apples or oranges, whichever you want, and more like each other. I gather there is some movement in that area and I wonder if there is anything to report on that kind of discussion and how it affects the policy discussion that is under way.

Hon. Mr. Grossman: We are, as you will have read, reviewing the area, at least as it affects the nursing home situation, in my ministry under a variety of headings: quality, inspection service,

some of our policies in terms of transfers of beds, our payment mechanisms, whether they should be weighted in a certain way. All of those issues are being dealt with. As well, the placement co-ordination service, which is a key component of that, is a link between all the services you are talking about. We are spending a lot of time dealing with that aspect of it.

The quality issue, be it through the accreditation process of nursing homes or an increased inspection service, is being dealt with. In all areas we are working well and carefully with both the policy secretariat and the Ministry of Community and Social Services to make sure there is a good sharing of information bases, methods of inspection and the kind of quality checks we look for. There is a coming together, in a sense, of at least the information base.

We are co-operating with them in terms of the evaluation methods and evaluating levels of care, that whole question about one and a half hours. What are the components of one and a half? Is one and a half the right division? We are trying to move to a far more standard classification and evaluation system.

Mr. R. F. Johnston: Is there a methodology developed for standardized evaluation yet?

Hon. Mr. Grossman: I do not think so yet in the two areas.

Dr. Dyer: Mr. Chairman, we have developed an assessment mechanism and forms. We are using the same forms; the forms that were used in assessing an individual for extended care in our facilities are now being provided to an assessment team in the Ministry of Community and Social Services and they are going through their homes and taking a selection of patients and assessing them. They are then measuring the level of care as a result of that assessment, using the same forms. We were doing it in a retrospective way through our admission forms.

We are now looking at that again because the difference between them is still kind of apples and oranges in that they are making an assessment today and we are going to compare that to an assessment made on the patient admitted two years ago. We are looking at doing it on a common base, to get a very common apples-to-apples assessment.

Mr. R. F. Johnston: When do you think that will be available? Will it be ready internally next spring?

Dr. Dyer: I think it will be next spring. By then we expect to have the evaluation complete for internal usage.

Mr. R. F. Johnston: It will be developed for internal purposes of methodology, etc.? When do you think that could become part of a public discussion in estimates or in the House in some form or other? I presume estimates would be the best place to discuss it.

Hon. Mr. Grossman: I will have a look at it. As I indicated earlier, we have made at least the essence of some nursing home inspection reports available earlier and we are trying to make as much of that available as we can. I will have a look at it. At the very worst, if we cannot share all of it for any reason, we might be able to share some of it with you on a confidential basis; enough so that you can make comments on it.

Mr. R. F. Johnston: At this stage I am as interested in the methodology as I am in the results. I would be interested in seeing that, at some point or other, to see how finally we did put together some kind of a notion of a mutual evaluation.

Hon. Mr. Grossman: We would certainly share the methodology with you.

Mr. R. F. Johnston: There are two other overview kinds of things I would like to raise, if I might.

One of the other jurisdictional things that comes up from time to time concerns mental health. We have, as you know, in mental health a distinction we do not make elsewhere in terms of other health services, and that is that children's mental health since 1976 has been under the jurisdiction of Community and Social Services and they have chosen mental health centres specifically as the major vehicle in that area.

Has there been discussion of late—and I ask this partly because of the development of the omnibus bill at the Community and Social Services level in terms of children's rights and that kind of thing—of whether or not that mental health service should not be maintained in Community and Social Affairs? Is it better to have the integrity by age, in other words, or is it better to have it by service and therefore by the Ministry of Health? Has there been any discussion of this particular jurisdictional question?

Hon. Mr. Grossman: That situation is much akin to the discussion that was referred to earlier on the nursing home and senior citizens breakout. It is always around. I dropped into the reception the Lieutenant Governor had for delegates from the children's mental health centres. It was raised by many people there. I

was not sure that those delegates, at least to the conference—

Mr. R. F. Johnston: That is an important distinction.

Hon. Mr. Grossman: —were advocating that there be a change, but they were asking the question. It is obviously a question that is out there, of which I think both ministries are aware. It is probably appropriate that we try to round off the discussion once again, likely, I would think, in terms of where it is now, and make it clear as to why it is so. The question is out there and is always a subject of discussion in both ministries, I think.

It is most important I should tell you, and I cannot speak for the previous experience—though I think it was pretty good, that right now the level of co-operation between the two ministries in the sharing of information, problems, etc., is pretty good.

Mr. R. F. Johnston: I am jealous. My difficulty in sharing information with Community and Social Services has never been worse.

Hon. Mr. Grossman: Think it over.

Mr. R. F. Johnston: You must tell me your approach to the honourable minister or maybe you have access elsewhere.

Hon. Mr. Grossman: I will tell you off the record.

Mr. R. F. Johnston: I think it is an appropriate time to be looking at the matter, mainly because of the omnibus bill. That bill raises a number of questions as to the rights to service and quality of service, the role of the family and decision-making. I think it does have some impact on the notion of health care and, in this case, mental health care. I would encourage you to do so, if you have not looked at that legislation in detail, or the proposals for it. I think there are some implications that could come out of it for your ministry as to that particular jurisdiction.

Hon. Mr. Grossman: I must admit it was not that long ago that there was a conscious decision made, and I think it was generally applauded, to move in that area of integrity by age, as you put it. It was 1976, the minority atmosphere and all that. It was, as I said, generally well received.

I get nervous about a situation where, when there are problems, as there almost always will be in some of these areas, people tend quickly to move back to something like "the grass is greener" and perhaps move to where it was before as the obvious solution. Often it is not so obvious. It is a question of funding mechanisms,

policies and programs, and not so much where they are coming from.

Anyway, I do not think there is a simplistic answer to it by going back to what it was before, but both ministries have an obligation to make sure that the programming and funding are right.

Mr. R. F. Johnston: I agree with you on that. I just think there are things happening within Community and Social Services that I would see as a bit of a dismantling of the children's services division there, which raise some concerns as to this division of care at this particular end of service, which is much more health-oriented. For instance, there were some questions raised under the new Young Offenders Act which deal with the whole problem of a continuum with age and which I think are going to cause us some considerable problems. So I think it needs to be both at this point.

There are two other small things I would like to raise with you, if I might. I do not know if you have an answer on these at the moment.

One has to do with an announcement in the House today by the Provincial Secretary for Justice (Mr. Sterling) in terms of a protocol for child abuse. I should like to know what will be the role of the ministry in the development of this protocol as it affects the medical profession and intervention by medical authorities in terms of child abuse and what kind of discussion you have had at this point.

Secondary to that, and many members of this committee served on the family violence committee hearings, there will be recommendations coming forth, not specifically to do with the protocol, but that will require action from you. We will be asking you for action on the matter of wife assault and the identification of it in a sense of the general education of the professions that fall within your jurisdiction on the difficulties.

I wonder if you could tell me if you have been looking at that area in advance of any of the recommendations coming out of that committee and if you have any suggestions for things your ministry could be doing in terms of more of a recognition of the difficulties and the potential for identification in wife assault cases in the medical community.

4:50 p.m.

Hon. Mr. Grossman: On the latter point, I would think our ministry could be most helpful on the recommendations of the committee, as to the long-term dialogue with those people, the health care deliverers. We have both formal and

informal links with literally every health care provider group. We see most of them quarterly—some more often—just by way of regular meetings and keeping in touch.

In almost every case—I guess every case—they have always responded to requests by me to deal with something either by way of speaking to their group on an informal basis and letting them know of the concerns we have, or on a formal basis, that is, by bringing a specific matter to the attention of the profession by way of a memo, an inclusion in their next newsletter or a symposium at their next convention or meeting or whatever. They have been most helpful in those areas, largely because they are concerned about most of the things we bring to their attention.

I think that would be a most important vehicle. To the extent to which we could help them put together programming, gather data, pass on the views of the committee, put them in touch with members of the committee, or whatever, we would be most happy to do that. Because of our regular correspondence with them and meetings with them, it is—

Mr. R. F. Johnston: We really appreciate that. I think members of your own caucus who were on the committee, the chairman, Mr. Gillies and Mr. Kells, will be happy to give you any assistance you would like as to the kind of discussion that took place, which may be hidden in the report and not so self-evident.

Hon. Mr. Grossman: As an example of our activities on the first part of your question, you will recall that in 1981-82, in adjusting the funding bases of hospitals, we picked up the child abuse programs which were then in place in hospitals and moved them over into other budgets. The Hospital for Sick Children started a program on its own a few years ago, and we now fund that. So it is not as if we are drawing a line and saying "integrity by age," as you say, and that we are not going to do it.

We have impacted the system in all the line ways in terms of the announcement today. It would be better for me to simply get you the protocol we use, the interaction, and what the intentions are from here down so that you know precisely what are the links. We shall do that another day.

Mr. R. F. Johnston: I appreciate that very much. I gather that the committee, with the permission of the House leaders, will meet, it is hoped, on the issues of child abuse during the break, whenever the break should occur, and

the notion is at the end of January. They will probably be wanting to be in touch with you about some of the medical implications of that, but we have not set up our parameters yet.

Hon. Mr. Grossman: If the committee wants some information or perhaps some witnesses or some suggestions as to where it might go before that time, just let us know and we shall see what we can do.

Mr. R. F. Johnston: I will offer one bit of congratulations, though I won't go too far, I promise, being such a total partisan.

I appreciate the forthright answers you give. In estimates I often find that we get a lot of shilly-shallying, a lot of jargon and talking around issues. I do appreciate your taking questions seriously and not playing politics with them, which we often see in estimates. I appreciate that very much.

Hon. Mr. Grossman: Thank you very much.

Mr. Chairman: Since this sounds like a mutual admiration society, we certainly congratulate the member for Scarborough West for some of the initiatives he took in the area of family violence and child abuse.

Mr. R. F. Johnston: Oh, my God, there you go again.

Interjection: You cannot stand it?

Mr. R. F. Johnston: I cannot. I shall do up my shoes.

Mr. Chairman: Mr. Stokes is here and I believe he had a question. The minister is ready to reply; maybe he would like to listen to that first.

Hon. Mr. Grossman: I shall ask Dr. Dyer to speak to the telemedicine questions. While he is doing that, perhaps Dr. Copeman would join us up here and we could go on to the underserved areas.

Dr. Dyer: Mr. Stokes asked a question about the progress in telehealth activities. Having ridden in Mr. Stokes' car along the north shore, I can understand his concern about the need for services for health care in that area. I might add that it was a harrowing experience.

Mr. R. F. Johnston: Was he driving?

Dr. Dyer: Yes.

Mr. R. F. Johnston: He had been eating smoked fish.

Dr. Dyer: I think he calls it driving, but it was near flying.

Nevertheless, several initiatives have been followed up this year across the province and in

the north. Let me tell you about some of them. In Manitoulin, Sudbury and Nipissing districts, in April 1982 the district health councils had a project submission that was approved by the ministry, and they have now formed a telehealth planning committee to undertake detailed planning. We are providing staff support for that kind of function with the DHC, and it is anticipated we will get a report from that group in June 1983. That is their planning time frame.

In almost all of the districts it is a replication of that. In Algoma, the DHC has formed a regional telehealth planning group under the chairmanship of Mr. Paul Chapin, who is the executive director of a hospital. They are developing a strategy for a detailed telehealth proposal for that district. It is likely to be developed by the summer of 1983, but they have not put any time frame on that themselves. We are providing consulting services in support of that.

In the Cochrane and Timiskaming districts, the DHC in April of 1982 developed a planning committee for telehealth under the chairmanship of Dr. Bertrand Proulx of Notre Dame Hospital in Hearst. They are concerned with various options. Again, the ministry is providing consulting services in support of that.

In Thunder Bay and north shore area, as Mr. Stokes will know, they have been very active for some time in this area. They submitted a review to the council in September 1982. That review has since gone back to the drawing board, for the very reason that it did not ensure that Thunder Bay would be identified as the referral centre and in a sense the gate work centre for any processing of a telehealth network. We have sent that back because we want to make sure they refer entirely through the referral centre any development of any interactive programs, Thunder Bay being the referral centre for the northwest.

Mr. Stokes: Rather than directly to Toronto?

Dr. Dyer: Absolutely. Certainly the five north shore hospitals are all insisting on that. They are very cautious about linkages through Toronto and the big centres in the south. We agree with that and everyone is agreeing with this at this particular phase. The linkages with the south should only be for continuum health and medical education programming, not for interactive communications.

We have already provided \$56,000 for that developmental work in Thunder Bay, through the DHC. We expect that will be ratified. We expect the proposal that we have seen, the early one, will be ratified at the December meetings

through the DHCs. We have also tied that in with the Kenora-Rainy River DHC because we wanted to link up, not only with the north shore hospitals, but with Fort Francis, Rainy River and that area as well as Kenora.

It looks as if it is going to be a very promising proposal. It will probably be a mixed one, including both broad band and narrow band, depending on the accessibility of microwave channelling versus the slow-scan channelling through the telephone system.

When we started looking at the difference between those two, the problem recognized by everyone was that the slow-scan or narrow-band procedures are the least costly, the most economical, and certainly serve a lot of purposes. The problem with that is that once you hook up a slow-scan system, there is no way of controlling that in a network way because anyone that has a telephone can telephone and patch into a slow-scan system.

The referral centres, like Thunder Bay, are concerned that the little hospitals may start to develop networks with slow scan whereby they can pick up the phone and call Toronto. That is a major concern, as you can appreciate. The broad band system is very costly, but it has that major connotation for the referral centres, which is very important. We have to watch that.

5 p.m.

There is a new recognition in the importance of broad band versus slow scan, and although it is much more expensive, we would like to implement that where possible. Aside from the fact that certain face-to-face communications are essential in health, what is essential is face-to-face communications between physicians so they get to know each other. It is just as important and it probably is the major impact you will get in a network system. A slow scan doesn't do that, for what it is worth.

We have seen that develop; where they have simply looked at each other and got to see the face, an individual in Geraldton realizes that someone in Thunder Bay doesn't have two heads and is really a reasonable and a rational consultant. Then we start to see the patterns of communications develop. That's very important.

Mr. Stokes: It may tend to keep them around too.

Dr. Dyer: It keeps them around when they start to feel less isolated.

We have to keep remembering that the broad band system, as expensive as it is, carries that connotation with it that can't directly be linked

with health care, but can be linked with the overall perspective of developing communications between professionals and thereby removing the isolation that is facing many of them, as you well know, which is the reason many of them leave.

Just to back up that network, we have been developing with the teaching centres, both in London and Toronto, telecommunication bridging for continuing medical education only. It was made very clear to them when they developed that bridge, that it could only be used for that purpose and the referral centre would tap the bridge, rather than the reverse. The referral centre would tap the bridge, tap into the continuing medical education, when they felt it was important to their needs.

Incidentally, since March 1982 there have been 80 programs presented over the system to the hospitals in all of the north. Eighteen communities have participated in that continuing medical education format. Again, they're processed through a network. We're making some progress there.

On top of that communication and conferencing bridge, we have had a hookup since the summer of 1982 in an experimental project with Windsor Western Hospital Centre and the Sudbury Algoma Sanitarium and the North Bay Psychiatric Hospital, linking them with the psychiatric teaching facilities in London through the Anik B satellite project. That project was going for a while and was terminated when the satellite burned out, so to speak. Now that the new satellite is coming into place, they will likely be tapping into that kind of an operation as well.

Mr. Stokes: I don't want to monopolize things. While the bells were ringing from about 3:25 p.m. on, I had a private conversation with Dr. Copeman on the nurse practitioners and the dental hygienists, a subject I raised at the time. I won't say there aren't too many people who are interested, but I don't want to take the time of the committee to discuss the whole recruitment program.

I want to raise something in the field of dental hygienists. It's kind of an abstract thing and it's something that has occurred to me since I asked the questions and from going over the briefing book. Very briefly, you speak about research and clinical education. It links in very well with what Dr. Dyer said in the use of telemedicine as a teaching aid.

You say regarding clinical education: "The purpose of the clinical education program is to

support and regulate the educational supply of health manpower through the selective funding of clinical education for physicians and allied health professionals. Expenditures consist of payments for clinical teachers in medicine, salaries for medical interns and residents, stipends for allied health interns, other direct institutional costs attributable to education (secretarial, supplies, offices), special support for primary care teaching in community (noninstitutional) settings and for selected medical manpower studies and projects," etc.

I know your deputy minister took a trip into the area I'm speaking of. I know Dr. Dyer is very familiar with it and certainly Dr. Copeman is. Your assistant deputy minister, Mr. Kealey, was up there last weekend. I want to say how much we appreciate your people getting out into the field and looking at the entirely different situation that confronts not only your ministry but professional and paramedical people in bringing services to communities like that.

In terms of research, I'm wondering whether I could prevail upon you to do something—and I don't like to pre-empt what the district health councils are doing now; they are performing yeoman service. I see us getting into a quagmire of so many people running around trying to answer a specific social, medical or mental health need; but let me give you a specific example.

We have the mental health program just starting up. It is centred in Terrace Bay but serves all of those other communities in concert with the Ministry of Community and Social Services. It's just an excellent concept. I and anyone else who cares a damn about what goes on in the north thinks it is the greatest thing since sliced bread.

But I see a problem. I have another group that is coming to me for funding. It's the community children's services program. They're out there looking for a client group. They're trying to describe what it is they want to do with regard to bringing services to children. They are not directly related to mental health, but certainly there is an overlap. There is another one with special education sponsored by the Ministry of Education.

I have asked all three groups to sit down and identify their client group to see whether or not there is an overlap or an opportunity to co-ordinate those three programs so that we are getting the biggest bang for our buck and are doing what we should be doing.

One of the groups came to me and said, "You

sound as though you're opposed to what we're doing." I said: "I wish I knew what you were doing. I wish you would identify a specific client group and see how that fits in with what the Ministry of Education is doing with regard to special education and what this excellent mental health group, with a psychiatrist and other" —I don't know whether there is such a name as parapsychiatrists, but certainly there are workers who complement what the psychiatrists will be doing in these satellite communities. I think we're getting such a proliferation of programs that you're going to have people vying for essentially the same client group to justify their existence.

I know all three of them would criticize me for having said that, but is it possible, either through the district health councils or some other entity within your ministry, to take a look at areas like that so we make sure we're not duplicating, or that we are really looking after the specific need? Unless you identify what that need is, I think you are spending very scarce resources on something that may be overlapping. Is it possible to utilize research funds in clinical education not only to identify the client group, but to see how you can attract the kind of people we need to answer those very specific problems? It's a dilemma for me.

I think both Dr. Dyer and Dr. Copeman know what is going on within their own ministry, but we don't really know what is going on within the Ministry of Education in the field of special education and we don't know what is going on with these other groups that are funded by the Ministry of Community and Social Services. There are also some funds from the Ministry of Citizenship and Culture.

There has to be somebody to do an overview.

5:10 p.m.

Mr. Chairman: That was supposed to be Community and Social Services.

Ms. Copps: Mr. Chairman, I actually wanted to ask a supplementary on the first thing Mr. Stokes got into, and that is relating to telemedicine. I didn't realize you were going to another issue.

With respect to the 18 communities that have been involved with the pilot project in some way or another since this was started, can you maybe elaborate on exactly what the communities are and in what ways they have been involved, whether it has been a one-time contact? Maybe you could tell us a little bit about what they are actually doing.

Dr. Dyer: I can't give you details of how many communities have been participating, but there have been 80 programs presented. Some of them were presented to groups of the hospitals in these communities at the same time.

These are the names of the communities that were participating. They have all been linked in with the continuing medical education bridge network that is functioning out of Toronto General Hospital but which is linked to the University of Toronto principally.

Ms. Copps: Do they have a permanent link? When you say they've been involved in the programs, are they just briefed on what is happening? What exactly are the programs?

Dr. Dyer: They set up a continuing medical education seminar, so to speak, at Toronto General. They will present that to the two referral centres, Sudbury or Thunder Bay, and say: "We have this program. Would you agree to have this program through to some seminar conference, either a bridging conference with several hospitals involved, or centred in Sudbury itself?"

We're trying to make sure that whenever that happens the two referral centres in the north are the gatekeepers, so to speak. Otherwise, they would certainly be bypassed in this kind of measurement, it just wouldn't build up their credibility.

It is really something new. They only got permission last spring to develop the bridging. Since that time it has progressed pretty rapidly in forming at least 80 programs. They've had some of these canned, of course.

Ms. Copps: When you're saying 80 programs, what you mean is that you've had seminars describing the service that is going to be available and is available at North Bay Psychiatric, in Sudbury and in Thunder Bay.

Dr. Dyer: No. There have been 80 medical education programs, not just the—

Mr. Chairman: On a technical point, Ms. Copps, Hansard has difficulty recording your excellent questions.

Ms. Copps: Are these programs being offered on an ongoing basis? Can they tap into them? Is it a one-shot deal? What are the programs? If someone goes somewhere and gives a seminar over a weekend, is that a program? Does it involve ongoing input and feedback? Is there a dialogue going on?

Dr. Dyer: All of these programs are a two-way conversation with the teaching centre and outlying hospitals. They are an interactive pro-

gram, as they call it. There is not someone going there, they are actual programs.

Ms. Copps: I understand that, but are they all presently linked or have they been linked? The linkups, as I understand it, are only at North Bay Psychiatric and, presumably, as you mentioned also, in Sudbury and in Thunder Bay.

Dr. Dyer: That is through Anik B satellite only. Those are the ground station linkups. The others are through microwave transmission—

Ms. Copps: Microwave transmission from the University of Toronto.

Dr. Dyer: —or through telephone lines. In many cases there has been a telephone line hookup, so they haven't been a video hookup, they've been an audio hookup.

Ms. Copps: Then in many cases the 80 programs offered would consist of telephone hookups between the municipality and the University of Toronto?

Dr. Dyer: That's right.

Ms. Copps: Could a program consist of a telephone conversation? Is a series of programs given? What is the time span involved?

If 80 programs consist of 80 telephone calls, we would have to wonder why that can't be done in another way. What is involved?

Dr. Dyer: It's not just a telephone call. They set up a formal program with a panel of experts and they will link that with maybe one or two hospitals which will then bring into a conference room a panel of their physicians. In this case they will discuss a case history. The education group will present the case history in a direct seminar way. The other group, assembled in the other hospital in these cases, will then be able to interact, ask questions, etc.

Ms. Copps: So you are using the traditional case conference format through a microwave hookup? In essence, you are saying you have had 80 case conferences?

Dr. Dyer: Yes.

Ms. Copps: Would they be multiple cases or single cases?

Dr. Dyer: They could be multiple cases on the same theme. They generally are a theme conference. There might be a theme on arthritis. That theme on arthritis will cover general topics on arthritis. They will bring into that certain specific cases. They will also present in the slow-scan setup—this has all been slow scan at this time—X-rays and interim slides.

It is not a continual video display, but they have video terminals so they can scan a slide or

an electrocardiogram or an X-ray—that kind of thing. That's the program we're currently undertaking.

I forgot to mention in our earlier discussion, Mr. Chairman, that since the spring we have been negotiating with Ontario Hydro for use of their referenced channel corridor for microwave. They have a corridor that goes almost up to Sudbury, except for one tower, and to North Bay, except for one tower. We now have an agreement to use that corridor for installing microwave dishes.

Prior to this, the corridor was only used for switching. It wasn't even used for Hydro communications, it was a switching corridor. We now have an agreement that they will allow us, for a fixed capital cost, to install dishes for telehealth communications. I'm talking about interactive telehealth communications. There has always been the ability of going one way. That will open up a whole vista of things without the prohibitive channelling costs if you go commercial.

Ms. Copps: When do you anticipate that will be operational?

Dr. Dyer: These are the things the committees are looking at, and they will be advising us on what kind of a hookup they would like. We also have the University of Western Ontario standing by, with a telemetering and television studio system for continuing medical education. They are prepared to plug into this corridor for continuing education.

Ms. Copps: When you mentioned the 80 programs that were offered in 18 communities, do they then have the facilities on an ongoing basis to have this case conference dialogue with the University of Toronto?

Dr. Dyer: For slow scan they do.

Ms. Copps: With respect to the 18 hospitals that would be involved, what would be the proportion of cases that would have been dealt with in each individual hospital? In other words, do you have one hospital that is really going to take advantage of it and others that wouldn't be interested? What would be the reason for their reluctance?

Dr. Dyer: I haven't got that information. I'm not sure what kind of a case load the hospital would have that would be participating in the particular conference.

Ms. Copps: Of the numbers of hospitals in northern Ontario that could have access to this service, how many more than 18 would there be? If they are not taking advantage of it, why

would they not be? Are they just being chosen on a private basis?

Dr. Dyer: Yes, I think these were set up. This has only been going since March of this year. We are progressively linking the others. Each of the district health councils now has a telehealth committee.

Each of those is studying ways of hooking all its hospitals together through a network. The ones that participated in this, were—even before their committees reported on it—Beardmore, Geraldton, Hearst, Hornepayne, Kapuskasing, Kirkland Lake, Manitouwadge, Marathon, Matheson, Moose Factory, New Liskeard, Nipigon, North Bay, Sioux Lookout, South Porcupine, Terrace Bay, Thunder Bay and Timmins. Those are the 18 communities. Some are participating more or less on a regular basis. I can get you the names of the ones that are, but I have not got them identified in this group. Some are participating more or less on a regular basis and they would probably be those in the referral centres with the Toronto General Hospital situation.

5:20 p.m.

Ms. Copps: If you could get me that information I would appreciate it. What kind of time frame are you looking at to get the response from the district health councils so you can make arrangements so there is accessibility by all communities? Do you have a time frame?

Dr. Dyer: Manitoulin, Sudbury and Nipissing have identified June 1983 as their expected target date for the report. Algoma has not set a date yet, but anticipates it will have a report on its proposed system by the summer of 1983. Cochrane-Timiskaming has not identified it, but it would be the same time frame. Thunder Bay, Kenora, Rainy River and the north shore have just submitted their plan for the district health councils. I understand that is going to the December meeting of the district health councils, so we should see progress in that.

Ms. Copps: How long will it take from the time the DHCs submit their report before it becomes operational in their community?

Dr. Dyer: That would depend a great deal on whether the report involves the installation of major equipment, if it is a microwave channeling. For example, I know Sudbury will be proposing a cable hookup within the Sudbury hospitals. The four hospitals in Sudbury will be submitting a cable hookup and the facilities are already there to do that.

Then they will be recommending hooking up

the Sudbury hookup of the four hospitals with a microwave hookup using the highway channel corridor. That would require the installation of dishes on the towers. We have money identified to do some of that work and we have been proceeding with the ones that would be feasible.

Another area we are looking for them to suggest to us is who will manage the programs in each of these referral areas. In Sudbury, for example, they have told us they plan to form an interhospital communication managing group. It would be, in a sense, programming the communication bridges, the seminars and so on. That is another essential mechanism the referral centres particularly need to set up. It is hard to say how long that might be before we can implement their full plans, but these are the components that will be involved. It will take some time to get them all in place.

Ms. Copps: So you do not have time frames for full implementation at this moment?

Dr. Dyer: It is hard to know until we see what their plans are, what they involve and what facilities and equipment are available to implement them. That can be done very quickly on a slow-scan system, because it involves only the telephone lines and equipment installed in each of the hospitals. We have done that in many institutions now. Most institutions have the equipment to implement that right away. As I mentioned before, the major concern is the referral centres. The slow scan becomes the predominant system and they have no control over that.

Mr. Chairman: Thank you, Ms. Copps. Dr. Copeman, I believe you were patiently waiting to answer some of the concerns raised by Mr. Stokes.

Hon. Mr. Grossman: We should just review those areas quickly so we do not take too much time. Mr. Stokes wanted a briefing on the program to attract dentists and hygienists to northern Ontario and a status report on medical and dental clinics through the Ministry of Northern Affairs. We have some of that information and then I will deal with northern nursing home extended care beds.

Dr. Copeman: First, may I just touch on the medical-dental centres. Our program is a financial incentive one originally designed to attract doctors and dentists only. Now we encourage speech pathologists, audiologists and physiotherapists to establish practices in the north.

In our program it has always been the responsibility of the local municipality to see that

adequate housing and clinic facilities are available at a reasonable rent. Surprisingly, housing has seldom been a problem. We have always come up with some adequate housing.

We have found that one of the big attractions to get these health professionals to go north is to have a modern, attractive, well-built, well-lit, centrally-heated, air-conditioned facility built, usually for two doctors and a dentist and other allied health personnel as the local situation will justify. It is true in some situations that the facilities have been built for only one person because the local situation could support nothing more.

We advise the communities that it is their responsibility to provide a facility, but they have never done this sort of thing before. We are talking about anywhere from \$50,000 to half a million dollars or more today. We advise them on how to organize themselves to do this and where to find funds. Prior to the advent of the Ministry of Northern Affairs, the municipalities did it entirely themselves. The Ministry of Northern Affairs came along and provided financial assistance to 23 communities for facilities.

Mr. Stokes: That is the Ministry of Northern Affairs?

Dr. Copeman: That is the Ministry of Northern Affairs. They were a tremendous asset in some communities because some of these smaller northern communities simply do not have the resources to raise the necessary funds. Over 110 facilities have been built in connection with the underserved area program in the last 13 years. Northern Affairs has been associated with the development of 23 of these. Would you like me to read the list of where they are? This has been a big help. We have found that where there is a really nice facility, somebody will want to go and practise in it. In the absence of a nice facility a community has little chance of attracting a doctor to come and practise.

Mr. Stokes: As Dr. Copeman is saying, that is what a community in northern Ontario has to do, sometimes with limited resources. They have to find the wherewithal, and if they do not have an industrial tax base they really have to dig deeply into their pockets just to attract professional people that are taken for granted in other areas.

Is there any way in which this ministry can get involved directly? As Dr. Copeman says, there are a good many of these doctors and dentists asking what we have to offer. It is not enough to

say there is a large group of patients waiting for a doctor and that he could earn a good living. They want to be assured of adequate accommodation for themselves and their family, and then you must provide them with this facility.

Many communities have had to go out and invest several thousand dollars in equipment to staff dental clinics just to attract a dentist. The ones that had the adequate resources have already done so, but I am thinking in terms of other small communities that lack the resources. I am wondering if you have done anything there. That is why I suggested this kind of research thing to identify, first, the client group, then the needs and then how to provide them.

I am not denigrating or taking away from what Dr. Copeman has been doing, but there are a good many communities, like Pickle Lake, Armstrong and Beardmore, that will never aspire to this level of services simply because they do not have the wherewithal to do it themselves and there is not a program within this ministry to meet those needs.

Hon. Mr. Grossman: I think Dr. Copeman should respond.

5:30 p.m.

Dr. Copeman: When you talk to a community and face it with the prospect of raising this kind of money, at first glance it does appear to be a very big obstacle. There are, however, two or three things that should be considered here.

First, community involvement means that the program has the community behind it and they work with us, with the Ministry of Health providing financial assistance to get the doctors there. With the municipality providing the facility and developing a sense of community pride in providing the facility, the community is working with us, and it is the responsibility of the doctor or dentist to provide the services and, in the past, to provide the equipment. I will come back to the equipment in a minute.

On the other hand, for capital funding they only need about three groups in a community to provide a facility adequate enough. Some municipalities organize themselves in a much more sophisticated manner, but if there is a ways and means committee, we advise these people to go to their federal member of Parliament. I think every year since this program started the federal government has had a capital winter works program or a capital funding program or some LIP program, and many communities got money from that source. In fact, some communities got

as much as 50 per cent in the first four or five years we did it.

We also tell these communities to get through their federal member of Parliament the authority to have donations as a tax-free thing. Private donations in many communities are very substantial. We get communities to ask people, instead of making donations at the funeral home to the cancer society and the heart fund, to make donations to their local medical building. That is a tremendous source of funds.

Then we go to the service clubs. The largest and most successful group building health centres today in the north and throughout the province are the international service clubs. The service clubs have built more than any other single entity. The service clubs follow four simple rules and this has worked extremely well.

Under Wintario, money is available only for culture, recreation and libraries. I tell these people, "You have to play the government's game, and the government holds the aces in this deal. If you build a medical centre and have a basement"—and we want a full-sized basement in these buildings—"and if you put a culture room in your basement or put a library in your medical centre, you could qualify for a Wintario grant." Several lovely medical centres in this province have been built with very substantial grants from Wintario. We have a library in one and we have a large culture room in another, just to think of two offhand. One is in Whitney and one in MacTier. It works extremely well.

To come back to the municipality itself, if the service clubs become involved, they may become the catalyst to pull together all the resources of the community. This works very well. On the other hand, some service clubs have done this entirely on their own. Some clubs, such as Port Dover, built a medical centre for \$180,000 at the first shot, and then I think they added another \$75,000 piece to it.

Yes, it is hard work. We give the communities four rules. The number one rule is that if a community is going to build a facility, the building should be built on land which is owned and deeded to the municipality itself and to nobody else.

There are a number of reasons for this. Service clubs may last for 100 years or they might disappear tomorrow if they lose their charter. They are not in the business of accumulating real estate. If they build a facility on town land, the town has some moral, if not legal, obligation to have the snow plough turn around in the parking lot in the morning and clear it out.

The town work crew goes down the street with the lawn mowers and cuts the lawn.

There is also the little matter of community real estate taxes every year. Many communities give the medical community free realty taxes. This is illegal. A well-known former mayor of Ottawa, Charlotte Whitton, found somewhere in the statutes that even though the municipality owned the building it had to charge realty taxes on it. Some municipalities do not bill for the taxes. Some will send the medical board a tax bill for, say, \$1,000, and then make an annual donation of \$1,000 to the facility. So they get free taxes. The first thing is the building must be on land owned and deeded to the municipality.

The second thing, which is extremely important and must be adhered to is that any municipality in the north or anywhere in this province that undertakes to build a community mental health centre, a medical-dental centre or whatever, must have all the funds necessary to build that building in the bank or assured to come to them without the benefit of a commercial mortgage. These small, rural communities cannot generate enough income from the renting doctors to pay off a commercial mortgage. If they try to collect that much money from them, they will lose their building. So they must have all the money before they start.

Once the building is built, it is built without the benefit of commercial mortgages. The only money the community needs is enough money to operate the facility. This building should be given to the doctors at what you will say is a subsidized rent. That is true, and I will not disagree with you, but when I can offer a doctor an office rent in Ear Falls of \$100 a month, I can get a doctor to go to Ear Falls when he has to pay \$800 a month in Toronto. That is \$700-a-month difference. It works. If people say we are subsidizing the doctors who are making all that money, that is may be true, I will not argue with you, but it is one way that it works.

Furthermore, if Northern Affairs has put up the money to provide the building and the service clubs in the community have given to the town the money to build that facility, they gave it to the town for a service, and that town, I feel, has no authority to make a profit from that building and use it for whatever other purpose it wishes.

That is why the average rent that a doctor or dentist is paying in our facilities today is less than \$300 a month. That frequently includes heat, light and janitor service. It is a long job, but communities have done it. I tell municipal

council members there is nothing they will do in their municipal-political life from which they will get more enjoyment than to build a health centre for the community. It will get more support than anything they do in town, more support than the rink or the curling club or the swimming pool.

Mr. Stokes: Mr. Minister, what about the hygienists and the nurse practitioners?

Dr. Copeman: This program was originally started with the idea of attracting doctors and dentists into areas designated as underserved. In the investigation of communities complaining about lack of services, it was found that with some communities, because of isolation or population base, it was impractical to have a doctor or a dentist live in town. The community of 200 people living 75 miles in the bush may want its own resident physician, but it's a simple fact of life that no amount of money that we can provide will get a doctor or a dentist to go and live there.

5:40 p.m.

Early in the program we got the idea of setting up the nurse practitioner in isolation in a small community. We have 12 of these working today. There are 12 in operation. We had a lot of growing pains when the program started. Recruiting a nurse for the station is a big problem. We can't open a station unless we have a resident full-time nurse. These girls have done a splendid job. We've had almost no complaints about their services.

There are few rules that must be adhered to. These girls must have direct communication, usually by telephone, with a physician in a nearby community. I think we now have in all these communities a visiting doctor going into these nursing stations once a week. Sometimes there is one doctor and sometimes one or more doctors take turns in the town, but the girl has doctors coming into her station every week to review her problem cases and see patients for her and provide her with support.

The big problem we've had in the nursing stations was to provide drugs. If your wife goes to the nursing station at two o'clock in the morning and the nurse sees that your baby is quite ill and that it needs some tetracycline, it's not good enough to give this mother a prescription to go to town tomorrow to get the drugs.

This problem has been overcome by a variety of mechanisms, not always acceptable to the College of Pharmacists, but we have spoken to them and they realize what we're doing and the

problems we're faced with. I don't think this is now a problem in the stations.

Correct me if I'm wrong, your question was about the training of these girls.

Mr. Stokes: Yes.

Ms. Copps: Dr. Copeman, just for a second, these people are adults, I assume, the nurse practitioners.

Dr. Copeman: They are adults, yes.

Ms. Copps: It's just that you keep calling them girls.

Dr. Copeman: They're ladies, I'm sorry.

Actually, we have a male nurse practitioner too. They're usually married ladies.

The problem is to get someone to live in the community. The most successful way to do this is to have a housewife who is a registered nurse whose husband has a job in the town. That's great because she will probably stay with you.

If you hire a girl in Toronto and move her to Beardmore, the chances of her staying there for a length —

Dr. Dyer: Hire a lady.

Dr. Copeman: Hire a lady, all right.

Ms. Copps: Or a woman.

Dr. Copeman: Or a woman, all right.

The people we hire are usually registered nurses. If we're lucky the odd one is a public health nurse. After they have worked with us, for usually a year, and if they have done a good job and we're happy and they're happy and there is some indication they'll stay with us, means have been provided to permit this girl, lady, to go away and take the nurse practitioner's course.

A number of them did it over the years. The odd one, perhaps because of family commitments, was unable to accept this, but most of them have taken the course. We also bring these ladies out twice a year. We talk to them and ask them what their problems are, what they feel the least prepared to cope with. They give us a list of these points.

Originally I did it myself and then McMaster took over. They gear a program for a week to meet the needs of these nurses. They are brought out and go to school for a week, usually twice a year. This has worked very well.

Mr. Stokes: But you're redefining the program?

Dr. Copeman: You mean the McMaster University program.

One of the problems we had with the McMaster program, and I think it would happen in any other health science centre, is that the ladies

come out of the north and go to a highly sophisticated health science centre with CAT scanners and all kinds of labs, resources, consultants and fancy X-ray equipment. They go to work there for eight months and then go back to Beardmore where the nearest X-ray machine is 50 miles away and there isn't a CAT scanner for 200 miles. There was some problem with the girls receiving training which was not always appropriate for the situation they found themselves in.

It is my understanding that the program of the 1970s at McMaster is now being retooled, shall we say, to prepare these girls more appropriately, I think, for the situations with which they will find themselves contending in the north.

Ms. Coppes: On the nurse practitioner situation, it's my understanding that one of the difficulties that has resulted in perhaps not developing as extensive or effective a program as they would like is that in order to qualify for entrance into the nurse practitioner program a person has to have a sponsor of some description—

Dr. Copeman: Yes.

Ms. Coppes: —which I would assume in some of the northern health centres would not be difficult to get, but in areas where they have no sponsor they can't get into the program and therefore they're not able to get out into the community.

Dr. Copeman: We've had that problem, yes.

We have talked to a few clinics and we would rather these girls be sponsored by somebody and work their internship, if you want to call it that, in a clinic in northern Ontario where they're exposed to perhaps the type of practice with which they'll be confronted when they practise. We have made some arrangements in the north with clinics to sponsor the nurses. It has been a problem, but it can be overcome and it has been overcome.

Ms. Coppes: Basically, what that does is limit the nurse practitioner program specifically and solely—and this may be part of your original mandate, I don't know—to underserved areas. There are those who would believe that nurse practitioners could have a role to play in the grander scheme of things in the whole health system.

Dr. Copeman: I won't disagree with that. I have some personal thoughts about that. My job is the underserved areas program. I have a community like Dubreuilville that needs a nurse

practitioner, and my job is to get a nurse there who will do the job and is trained to do it.

I won't disagree with you that—

Ms. Coppes: Did they find one for Dubreuilville?

Dr. Copeman: We have a male nurse practitioner in Dubreuilville and have had for—

Interjection: Do you call him a boy?

Dr. Copeman: Do I call him a boy? We have nurses in all our stations today. We have one or two others we would like to open up if the nurses become available.

Ms. Coppes: I mention this not specifically relating to the underserved area. Maybe I should have directed the question to someone else. Certainly there has been much disappointment in the fact that the nurse practitioner program at McMaster has not developed to the extent that people would have thought at the time it was launched.

Dr. Copeman: May I suggest to you a little query then? Perhaps the problem is not the training of the nurse practitioner; perhaps the problem is the training of the doctors who adequately and appropriately make full use of the nurse practitioner.

Quite frankly, when I came here 15 years ago I wouldn't have known how to use a nurse practitioner. If I were in practice today, I don't think I could get along without one, and she would be the busiest person in the office.

I think you have to teach your doctors. As I say, I don't think the problem is with the nursing schools; I think the problem may be with the medical schools, to teach the young fellows coming out how adequately and appropriately to take full advantage of the nurse practitioners. These girls are good—these ladies are good.

Ms. Coppes: And “to teach the men and women coming out of medical school.” There are some women coming out.

Dr. Copeman: Fifty per cent are ladies today.

Ms. Coppes: I agree with you. The point I'm trying to make is not to say that the program isn't good, because the program has been seen to be very good. The problem is twofold: one, a number of nurses who perhaps don't want to go into the underserved areas are not able to get sponsorships, or a number of prospective nurse practitioners can't get sponsorships; and, two, those who have actually graduated from the course find that unless they're working in what is potentially an underserved area, often the skills they have learned are not being utilized by the people in the areas where they are working.

Dr. Copeman: We have never had the luxury of being able to turn down someone who wanted to come to us.

Ms. Copps: But you're talking specifically about the underserved areas.

Dr. Copeman: Right. I'm talking about the underserved areas.

Ms. Copps: I'm talking about nurse practitioners in general.

Dr. Copeman: You're talking about nurse practitioners in downtown Toronto.

Ms. Copps: Yes, and in Hamilton, those who—

Dr. Copeman: What I'm suggesting to you, and I may be criticized for this, is that the problem isn't the nurses. The problem is that the doctors don't know how adequately to use them.

Ms. Copps: I would agree.

Mr. Stokes: Kind of refreshing, isn't it?
Interjections.

Hon. Mr. Grossman: Get it on the record.

Mr. Chairman: Any questions?

Mr. Stokes: Briefly on the dental hygienists.

Dr. Copeman: I understand this problem relates to a dental hygienist who wants to go to Gull Bay.

Mr. Stokes: Right.

Dr. Copeman: Gull Bay is a very nice Indian reserve 50 miles south of Armstrong. First of all, it would be my feeling that the health services on the reserve are the responsibility of the medical services in Health and Welfare Canada, in Ottawa. I think you will also find that a dental hygienist under the laws of the land has to work under the direct supervision of a dentist.

Mr. Stokes: It's a provincial law though. It's not a federal law.

Dr. Copeman: Health is a provincial jurisdiction.

Mr. Stokes: Right.

Dr. Copeman: This rule was made, I'm certain, with good intentions. You and I know that in the north my nurse practitioners, my ladies, are practising medicine, if you want.

Mr. Stokes: Let your hygienists practise dentistry.

Dr. Copeman: But the law says the girls shall work under direct supervision. I think there are two problems here. One is that it's a federal matter. The second thing is that the girl—or the

lady, sorry—according to the law, shall work under direct supervision.

Mr. Stokes: But that's a dodge. We would like to have a hygienist in Pickle Lake.

Dr. Copeman: We have a dentist in Pickle Lake. I have a dentist who goes to Pickle Lake for one week every month.

Mr. Stokes: One week a month, sure.

Dr. Copeman: There are only 600 people up there. They must be well looked after. How many are there, 800?

Mr. Stokes: About that.

Ms. Copps: Just to follow up on that, I think the point is well taken in that the determination that a dental hygienist work under the direct supervision of a dentist is in provincial jurisdiction. If that particular requirement were lifted in these special circumstances, as you've already stated they are lifted for nurse practitioners, then the problem could be solved.

Whether the funding comes from the province is another hurdle to cross.

Dr. Copeman: I don't think the regulations are lifted as far as the nurse practitioners are concerned. If any of the physicians or the Ontario Medical Association said they disagreed with our using a nurse practitioner, I think the answer would be, "If you don't like us having a nurse practitioner in Beardmore, how about your giving us a doctor in Beardmore?" That would stop it, because they simply won't go there.

Mr. Chairman: Thank you, Dr. Copeman.

Is there anything you would like to add, Mr. Minister?

Hon. Mr. Grossman: I think the only other issue Mr. Stokes raised yesterday was the extended care initiatives in northwestern Ontario.

Just very quickly, the Ministry of Northern Affairs is funding this because the northern communities, as you refer to with the doctors' offices, have a difficult time raising their one sixth. The Ministry of Northern Affairs is coming in to help in that up-front funding.

As well, they are helping to establish the priorities. Applications come in, they review them and send them over to us. We review them with the district health council. If we are satisfied there is a real need and that it will be a sensible addition to the community, it goes back to Northern Affairs. Given the fact that we have said these numbers of facilities would all be useful and needed and are the right size, etc., Northern Affairs then brings its expertise to the

table and says, "In our opinion, the ranking, in terms of the greatest need amongst these proposals, given the money that MNA has to upfront the capital, is as follows—"

Our system is working very well.

Mr. Stokes: When are we going to get the first approval?

Hon. Mr. Grossman: Pretty soon. We have 14 applications somewhere in the system. Eight applications are fairly far down the road, another four are still at the letter of intent stage, and another three are being reviewed by MNA before they come to us. So there are four at an early stage, three later on, and eight others have been sent on by MNA to us. We are going through the district health councils. The two deputies got together last week to deal with some specific problems with regard to a couple of them and we are not too far away.

Ms. Copps: Is the financial split one and six local?

Hon. Mr. Grossman: Yes.

Mr. Stokes: Thank you very much. I am sorry to take up so much time.

Hon. Mr. Grossman: Mr. Chairman, before we conclude, I might offer some information that was requested last day. Mr. McClellan asked for the involuntary absent without leave statistics, 1981 and 1982. I have those for him.

Ms. Copps: Are there copies for all the members?

Hon. Mr. Grossman: Yes. There was information requested related to nursing home beds. Of the 1,000 beds in last year's list that Mr. McClellan is concerned about, I thought it would be helpful if I just ran through the numbers in terms of the beds that are yet to come on stream.

Mr. McClellan: How many beds is that?

Hon. Mr. Grossman: There are 469 to come, 531 at present in. To run through: in Essex there are 21 beds to come on in February 1983; at Bestview Nursing Home in Etobicoke, referred to yesterday, 94 beds, June 1983; Georgetown, 47, March 1984; Brampton, 15, May 1984; Bolton, 13 in 1983; Northumberland, 10 in 1983; Oxford, 10 in 1983; Middlesex, 10 in 1984; Northwestern, 120, March 1984; Sunnycrest in Durham, 40, March 1984; Durham, 17, June 1983; Elgin, 10, July 1983; Hamilton-Wentworth, 61, September 1983. I wanted to put those on the record.

Mr. McClellan: May I just ask a supplementary? Since those 1,000 beds now accounted for

were approved in the fiscal years 1979-80 and 1980-81, how many beds have been approved since Mr. Timbrell made the original announcement to us in the House? That announcement was made December 1, 1981. As of December 1, 1981, Mr. Timbrell had approval in his budget for 1,000 new nursing home beds. You have just accounted for those. This is December 7, 1982, and I would like to know how many beds have been approved since then and where they are.

Hon. Mr. Grossman: There have been 500 approved. I will give you that list as well.

Ms. Copps: We have been trying to get information from the ministry for almost a month with respect to the number of people on waiting lists for nursing home beds across Ontario. I wonder if perhaps the minister could get that information to us as well. You must have it if you have prospective bed lists up to 1985 on that also.

Hon. Mr. Grossman: We would not have it in that precise form. Placement co-ordination services would have some of those lists in those 10 or 11 areas where we have those services. The nursing homes information would not be terribly accurate because they would have double and triple names on the list.

The district health councils have done assessments of their view of the demand and the number of certificates that were issued for beds in each of their areas. All of them have done long-term-care studies. We could give you that, but it would be a mistake to presume that is an accurate reflection, largely because so much happens after a certificate is issued.

Mr. McClellan: Is it not difficult to do some planning when you do not have the basic data?

Hon. Mr. Grossman: The problem is that the data in this area—

Ms. Copps: The other question was: Do you also have the list I requested of the salaries and categories of individuals involved in the main office? I assume that information is also available.

Hon. Mr. Grossman: Yes.

Mr. McClellan: Before we adjourn, shall we deal with mental health on Monday and Tuesday?

Hon. Mr. Grossman: Yes, we shall see how we go.

Mr. McClellan: Is there some indication that Dr. Heseltine's report will be available?

Hon. Mr. Grossman: We shall try to let you know tomorrow whether we think it will be. I do not think it will be Monday.

Mr. McClellan: Maybe the scheduling should jibe with the availability of the Heseltine report. Is that reasonable?

Mr. Chairman: Yes, that makes sense.

Hon. Mr. Grossman: That is why I wanted to

put it down tentatively. I am still not sure it will be.

Mr. Chairman: It being six o'clock, the meeting is adjourned until after question period tomorrow.

The committee adjourned at 6:02 p.m.

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Ontario, LEGISLATIVE ASSEMBLY

No. S-22

Legislature of Ontario Debates

4

Official Report (Hansard)

Standing Committee on Social Development

Estimates, Ministry of Health



Second Session, Thirty-Second Parliament

Wednesday, December 8, 1982

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Wednesday, December 8, 1982

The committee met at 5:04 p.m. in committee room 2.

ESTIMATES, MINISTRY OF HEALTH (continued)

On vote 3301, ministry administration program; item 1, main office:

Mr. Chairman: I see a quorum. We are still on the first vote, item 1, main office. I believe the minister indicated he would have copies of the information that was given to Mr. McClellan. I just wondered if that information is available to the rest of the committee. Yes, it is. Copies will be distributed to you by the very efficient clerk of this committee.

Mr. McClellan, you are the first on the list of speakers. Would you give the minister some time to find his notes on the item?

Hon. Mr. Grossman: Mr. Chairman, I should like to give to Mr. Boudria, and later to the other members of the committee, a list of French-speaking staff at Brockville, which may be helpful to him. It shows a fairly substantial number of French-speaking people there, which indicates, I think, a fair capacity there—we would always like it better, but I thought he might be interested in it—together with classifications and names. I will have some more information for you shortly.

Mr. Boudria: Thank you very much.

Mr. McClellan: I thought maybe I could proceed with some questions. I will start with one and maybe someone else may want to ask one too. I don't want to take all of the time available today. There is one area on which I wanted to raise a couple of questions with the minister under the main office vote. It is a policy question and it has to do with opting out.

First, there is the technical question I had raised during my leadoff remarks. The minister says so many things on the question of opting out, and that is what I am trying to nail down with a series of questions. The minister has expressed concern about the number of specialists opted out by region and he says that is something he has to be concerned about. At the same time, he says that the number of opted-out services billed through OHIP is only—I think

the most recent figure he gave is six per cent of claims.

This has always been an anomaly. There are 15 per cent of the doctors opted out of the plan, but only six or seven per cent of services are billed on an opted-out basis.

Ms. Copps: Just on a point of order, Mr. Chairman: I am getting a little confused because it was my understanding that we dealt in committee with the main office vote a few times during the last few days. I guess why I am getting confused is that yesterday we were talking about telemedicine and a number of other issues and now we are into the payouts and whether doctors are in or out of OHIP.

I thought we had agreed that we would proceed on a vote-by-vote basis to discuss what is actually included in the vote; we seem to be sort of jumping all over the map.

Mr. McClellan: I haven't been able to put my question. If you want to cut me off, you can cut me off.

Ms. Copps: I am not intending to cut you off, but the point is I am interested in addressing some of those issues also. I thought we were going to do it in the way in which we had determined in the estimates booklet, which would mean going through on a vote-by-vote basis; that is all. I did bear with it yesterday for two hours when we were jumping all over the map.

Mr. Chairman: I thank you for your co-operation, Ms. Copps. I did indicate earlier that if possible we should just focus our attention on the item before us, but traditionally the first item on the first vote has always allowed a wide latitude of questioning.

Ms. Copps: True.

Mr. Chairman: It has been traditional in the past in this committee with all estimates, so I really cannot stop either of the two critics from addressing some issues that go beyond the specific main office item.

Mr. McClellan: I am not getting into a broad range.

Mr. Chairman: If you would not dwell at length on practically every topic in the esti-

mates under the first item, we can focus on more detailed questioning as we proceed.

Mr. McClellan: I tried to preface my opening remarks by saying I wanted to ask one or, at the most, two questions that would not take very much time and leave some time for other members of the committee. I do not have to do that since I have the floor.

5:10 p.m.

All I want to do is to ask a question that comes under the first vote since that vote includes the assistance development services item, which includes the data development and evaluation branch, which is the arm of the ministry that compiles and assesses statistical information, including, I would assume, information from OHIP with respect to extra billing.

Mr. Chairman: Go ahead, Mr. McClellan.

Mr. McClellan: Thank you so much.

The question has to do with the anomaly between, on the one hand, the number of doctors who have opted out of OHIP, which has been held constant at around 15 or 16 per cent over the last few years, and the number of claims billed on an opted-out basis. If memory serves me, the ministry asserts that figure to be currently six per cent. In the past it has been between seven and eight per cent.

No one has been able to explain very clearly why there is this big discrepancy between the number of doctors who have opted out and the number of services billed on an opted-out basis. Dr. Wilson speculated that it is because of the patient streaming program that opted-out doctors are seeing patients in hospitals on an opted-in basis, and that this accounts for the anomaly. At any rate that is one explanation.

Another explanation that has been given to me is that the six per cent figure is totally fictitious because the ministry does not actually have any way of counting how many OHIP services are performed on an opted-out basis.

So my question is, how do you arrive at the six per cent figure? Is there some way that doctors record, when they submit their billings to you, that this is an extra-billed service?

Hon. Mr. Grossman: Yes. When the claims come in, the practitioners submit their accounts for insured services on one of two types of card, one of which is a pay-physician card, obviously for an opted-in service, which is appropriately a blue card; or a pay-subscriber card, obviously for an opted-out service, for which the subscriber is paying or has to endorse the cheque over

when he or she gets it, whatever they prefer to do, but it is a pay-subscriber card.

Mr. McClellan: That tells you if they are opted in or opted out?

Hon. Mr. Grossman: That is right.

Mr. McClellan: But it does not tell you if they are extra-billed or not?

Hon. Mr. Grossman: On the basis of that, at the very least we get an understated picture of the situation.

Mr. McClellan: Understated?

Hon. Mr. Grossman: Understated in favour of the position that you and I would want to share, i.e., as few opted-out, extra-billing claims as possible.

On the basis of just comparing the pay-physician cards as against the pay-subscriber cards, the number of pay-subscriber cards that are coming in amount to about six per cent of the claims that come in. Six per cent of the cards that come in are pay-subscriber cards.

That would obviously be the high end of the numbers that are extra billed, and some of those pay-subscriber cards would be cheques going to subscribers which the physician will accept as payment in full when endorsed over.

Mr. McClellan: Right. How does the ministry explain the anomaly?

Hon. Mr. Grossman: Perhaps I shall let Mr. LeNeveu take you through the calculations and then we can come back and discuss it.

Mr. McClellan: Sure. I think it is an important question because it has to do with monitoring the extent of the extra-billing phenomenon, so it is worth spending a few minutes just to kind of tack that down.

Hon. Mr. Grossman: I would agree.

Mr. LeNeveu: The point you made in essence probably summarizes the situation, that is, that the claim cards reflect the status in terms of the services rendered, and because opted-out physicians have the privilege, in practising in a hospital setting, of billing on a patient's premium basis—to use your words—there are a lot of services rendered in emergency departments where, although the doctor in his own office is opted out, he is rendering services on an opted-in basis. That would account for the difference between the two numbers.

Mr. McClellan: So you accept Dr. Heseltine's analysis that the reason for the difference between the 15 per cent opted out and the six per cent pay-subscriber claims is the patient streaming agreement?

Mr. LeNeveu: One of the other factors would be that the general practitioners are about 94 per cent opted in and six per cent opted out. The number of claims submitted by general practitioners would be disproportionately larger than by specialists because they see more patients. If, for example, half the practitioners are GPs and half are specialists, the number of claims rendered by GPs might be 60 per cent as opposed to 40 percent by specialists. So that would also be part of the explanation.

Mr. McClellan: Right.

Without belabouring it, that seems to suggest two problems. One is that of cost. I assume—this again is a technical question—that under the patient streaming plan it is more costly to provide the service through an emergency department on a unit cost than it would be to see the doctor in his own office in the normal kind of way. I may be entirely wrong on that. Is it more costly to have opted-out doctors referring a percentage of their clients to the hospitals and seeing them there so they can take advantage of—

Mr. LeNeveu: I would not want to say that it does not happen, but theoretically the patients who arrive at emergency departments are not the patients of a particular doctor. The doctor is there serving in the emergency department and dealing with whatever patients arrive.

Mr. McClellan: I am making reference to the patient streaming agreement of 1978, that if you are opted out and you want to charge a given patient on an opted-in basis, you see the patient in the hospital.

Mr. LeNeveu: Yes.

Mr. McClellan: Would that not be more expensive on a unit cost basis than if I was a doctor and saw all my patients on an opted-in basis in the office?

Mr. LeNeveu: What I am trying to suggest is that you could have two doctors in an emergency department, one who has opted out in private practice and one who has opted in. The patients who arrive at the emergency department, in most cases, will not be patients of either of the two doctors. In other words, the doctors are not supposed to be sending their patients to the emergency departments to see them for a normal office visit. They are there serving the general public who have an emergency problem or they are working there on the weekend when most offices are not open.

In terms of inpatient services, if the doctor has opted out, he does have an option, in the

hospital, of charging a patient at his opted-out rate or at the opted-in rate. Because of the patient streaming features that you described, I am not sure whether that adds any cost. I would agree with you, though, that if any doctor were to see a patient in an emergency department, there may be added costs because of the nature of the cost of operating an emergency department.

Hon. Mr. Grossman: Mr. McClellan, I think a doctor shifting his own personal overhead from his office into the hospital is the only place at which there could be said to be extra costs. It would be hard, however, to get any real apportionment on it, and it is unlikely that would impact on—

Mr. McClellan: The data suggest, at least to me, that the anomaly between the 15 per cent of doctors and the six per cent of billings is reflected in the fact that X number of billings are taking place because of hospital visits instead of office visits. So the phenomenon of opting out includes an increased burden on the hospital system and therefore an extra cost.

5:20 p.m.

Hon. Mr. Grossman: I do not think that is an accurate statement. We have not seen a shift since the 1978 agreement of services, for example, from a doctor's office to the hospital.

Mr. McClellan: I thought that was what we had just—

Hon. Mr. Grossman: No. I do not think that is what we said.

Mr. McClellan: Okay.

Hon. Mr. Grossman: I think what we have seen is services that were traditionally performed in hospitals and extra billed for, which have now not been extra billed, for a variety of reasons like the 1978 agreement. Over and above that, I would say there are some cases where doctors are, for the convenience of the patients as well as themselves, sending people to emergency wards and other places in the hospitals to get looked after.

I do not believe the motivation, as Mr. LeNeveu has said, is to be able to treat them at the opted-in rate because they can do that in their own office. The only difference is where the cheque goes, and now there is an extra step in the way.

I think the reason they would shift some of that in most cases is the convenience to the patients and in some cases the convenience to the doctors because it would save them overhead. I am not sure it would cost any more.

Mr. McClellan: On the little cards they fill out, why do you not include a space to fill in information as to whether or not the patient is being extra billed and by how much so that you would have very clear and complete data on this phenomenon?

Mr. LeNeveu: On the actual claim card there is a space for that type of information. We are not certain that in every instance the information is accurate as to the amount that was charged the patient.

Mr. McClellan: Oh.

Mr. LeNeveu: In some instances we are led to believe the doctor will show the Ontario Medical Association fee even though he may or may not have charged the patient that amount. Because of circumstances he may have charged the patient somewhat less, but he will put down the OMA fee against the schedule of benefits fee.

We do, however, record on our computers the amount that was put down on the card, but we cannot say with certainty that it is an actual reflection of the transaction that took place. They are not required to put the exact amount in. There is an amount given, but we cannot—

Mr. McClellan: So with the total billings you would know what would be the ratio of billings to extra billings on the basis of the information that is fed into your computer?

Mr. LeNeveu: There have been some attempts at that and they are approximations. The suggestion has been that perhaps it has been in the order of \$50 million or \$60 million, but we cannot substantiate that. There was a study done by an outside research group that came to that conclusion. There was also a survey done by the federal government that came up with the same amount in its estimates, but those are approximations. They are in the right magnitude.

Mr. McClellan: Okay.

I have one more question, because I really am confused about where the minister is, as of December 1982, with respect to extra billing. For a while I thought I knew, and now I am no longer clear about that.

On one hand, you say you are concerned. At the federal-provincial conference you expressed concern about the degree of regional opting out by speciality in some parts of the province. I believe you even encouraged the Minister of National Health and Welfare to ask you about that phenomenon and you indicated to her that you are going to find some way of coping with it. However, at the same time, you said in your

opening speech that you do not want a new federal act.

At the same time that you are expressing concern about the number of specialists who have opted out in certain regions, you are pooch-pooing the phenomenon as any kind of threat to universality of coverage or access. I really don't know where you're at and I don't think anybody else does either.

Hon. Mr. Grossman: To clarify the record, when I say no, I didn't ask Mme. Bégin to put any propositions to—

Mr. McClellan: That's what I was told.

Hon. Mr. Grossman: Well, you know about your sources.

It is correct to say we don't want a new federal act. I don't think it is needed, for the simple reason that whatever her concerns, my concerns and, for that matter, your concerns about extra billing are, they can best be handled by those who are responsible for the delivery of health care—the provincial governments.

Mme. Bégin has talked about putting a limit on the number of dollars that could be extra billed for in total in the province. She has talked about across-the-board opted-out figures, which you would find acceptable. None of those seems to me to be situations which practically address any problem that might exist.

Does a problem exist? From monitoring the situation in whatever ways we all do—and there's no police force out there monitoring it—it would appear that everyone who needs access to services, be it from an opted-in or an opted-out physician, is getting them.

It would also appear that financial concerns are not operating as a bar to anyone in the system. Having said that, I always put a qualifier on that. I wouldn't want to say there is no one out there who has never been turned away or hasn't ever heard an opted-out physician say, "Well, this will be \$300;" and who has not then gone away, as opposed to putting it to the physician that, "Look, I can't afford to pay the \$300. Will you treat me?" I believe—I don't think naively—that if the proposition is put to most practitioners, they will agree to treat that person without extra billing. I believe that.

Mr. McClelland: On a charity basis.

Hon. Mr. Grossman: I don't call it charity.

Mr. McClellan: Well, what do you call it?

Hon. Mr. Grossman: I never called it charity before universal health care came in when they arbitrarily charged different patients different

amounts. It wasn't charity. It was assessed on what was fair under the circumstances.

Mr. McClellan: It is charity.

Hon. Mr. Grossman: It's not charity. It just isn't charity.

Mr. McClellan: I'm not putting a negative connotation on the word "charity," but the individual doctors are doing it as an act of kindness rendered to somebody they know can't afford to pay the full fee. In terms of the structure of the system, that is a component of charity put in on a structural basis.

Hon. Mr. Grossman: I guess I come at it from the other side. I believe the system—and no, I don't want to debate the adjectives—requires more money coming in to remunerate physicians in a realistic way. Emmett Hall suggests that if we opted everyone in and ended extra billing, we would have to have compulsory arbitration.

Mr. McClellan: It's very popular in Manitoba.

Hon. Mr. Grossman: He also said at the time that a mechanism is going to have to be found to pay the doctors more than they are currently being paid, a view which I am sure you would share—

Mr. McClellan: That was before your last settlement.

Hon. Mr. Grossman: So he is reflecting, regardless of the base you are working from, the reality that there are many doctors, whether they are worth it or not—I happen to believe many of them are—who are earning substantially more than the \$107,000 per year that a specialist makes on average. There are some specialists, particularly in the major teaching centres, who would earn substantially more than that.

5:30 p.m.

The question becomes whether we are going to be able to, or should, pull those doctors down \$50,000, \$60,000 or \$70,000 to \$107,000, or whether we will accept Hall's version, and that is to find a higher rate of remuneration for all specialists.

How is the system working now? You say it is charity to exempt some from extra billing.

Mr. McClellan: Well, 62 per cent of the anaesthetists are out, so unless you want to have surgery without benefit of anaesthesia, every time anyone has surgery the chances are weighted in favour of the fact that he is going to have to confront an opted-out anaesthetist and that he is confronting the component of charity, discretion—call it whatever you want—that is

outside of the insurance system for every single surgical procedure that takes place in Ontario. We are not talking about a peripheral phenomenon.

Hon. Mr. Grossman: If I could complete my point, the question you have to address is that Hall, and everyone else, has acknowledged the fact that—let us talk about anaesthetists—under the current schedule of benefits more money is required on top of that schedule in order to remunerate those physicians for their work.

The question, really, is where is the money going to come from. I look on extra billing as an opportunity for the system, through the doctors, to extra bill those who can afford to pay the extra amount into the system to keep those doctors working and in this province. I think that is far more preferable to a system which says let us pay them all more, or pay the opted-out ones more, however one would define it, and let us get that extra money, as it were, through the retail sales tax, income tax and all the other things which would obviously tax those at the lower and lower-middle income brackets more heavily, I suggest, than the current extra-billing scheme does.

I believe that in the current extra-billing mode those who can afford to pay are carrying far more of their share of the burden of paying the extra amounts that Hall acknowledges will be required than they would if we went to the income tax, retail sales tax, liquor tax base of the provinces. That is really the question that has to be addressed here.

I understand all the cosmetic good feeling that having no opting out brings with it, but the reality of where we are going to find the extra money and whether it is more equitable to the very people you and I are seeking to look after is a question that I think has to be addressed.

Ms. Capps: That argument can be made perhaps for the retail sales tax. How do you make that argument for the Income Tax Act?

Hon. Mr. Grossman: I grant you, certainly, that it is a progressive system, but I would also suggest to you that with extra billing physicians have established a very much greater differential between the person who is earning \$20,000 a year and a person who is earning \$200,000 a year and the amounts they are charged. I suspect that the person who earns \$20,000 a year is paying nothing to an obstetrician who delivers that family's child, but the family that is earning \$200,000 a year is probably paying up to \$1,000 or more for that extra-billed service.

Ms. Copps: If you look at the demographics of those who use the system, the greatest users of the system are our elderly, most of whom presumably are earning neither \$20,000 nor \$200,000. The second largest users are pregnant women, most of whom, certainly on a one-parent family basis, would not be earning the kind of income you are talking about.

If you look at the demographics of who gets sick, the people who get sick tend to be those who are in lower-income brackets and also the elderly. If you look at the National Council of Welfare study that was done on people who used the system more frequently and what happened to them when they were in a pre-universal access system, you will see how they simply did not use the system and how they are the ones who are, in the council's opinion, worst hit by things like extra billing.

Hon. Mr. Grossman: You aren't suggesting that the majority of extra billing occurs among the elderly.

Ms. Copps: No, but you are suggesting that if a family earns \$20,000 a year and their baby is delivered, out of the goodness of his or her heart the specialist is going to waive the extra-billing fee, and if they are earning \$200,000 that is not the case. I just wonder where you get your figures and how they correlate with the known fact that on a percentage basis the greatest users of the system are those who are elderly and pregnant women.

Hon. Mr. Grossman: In the absence of hard data on how many seniors are extra billed and how many are not, I feel very comfortable in saying I believe that most of the extra billing is occurring with people who are not senior citizens.

Just contemplate the services that senior citizens require. They are not the typical extra-billing type that specialists are providing and, further, I would be very surprised if very many physicians are extra billing our seniors. I just really would dispute that.

Ms. Copps: If you look, for example, at anaesthetists, I don't think they have the same kind of doctor-patient relationship you might be talking about where they would say to a certain individual, "I'll waive the fee." In many cases they just see a person who is basically lying on a bed, they do their job, they leave and they send in a bill. They have no relationship with the patient.

Mr. McClellan: Just following that up, would you have data on the number of anaesthetists' billings that are billed on an extra-billing basis?

Mr. LeNeveu: I wouldn't know the number offhand.

Mr. McClellan: Could you get that?

Mr. LeNeveu: We tried to look at that a number of years ago—it may have changed since—and I think we came to the conclusion that perhaps half would have been extra billing. In other words, if 60 per cent were out, extra billing would occur in half the cases.

That was very difficult to do; we had to make that isolation on the computer.

Mr. McClellan: That was done in what year?

Mr. LeNeveu: Two years ago, I would say.

Mr. McClellan: That is a shocking statistic and the minister recognizes that because he is trying to change the subject.

Hon. Mr. Grossman: What is?

Mr. McClellan: The fact that half the anaesthetists' billings in Ontario are billed on an extra-billing basis.

Mr. LeNeveu: No, half of the billings of the anaesthetists who are opted out; so it would be perhaps 30 per cent of the total.

Mr. McClellan: Thirty per cent is shocking too.

Hon. Mr. Grossman: I am sorry, I did not mean to change the topic.

Mr. McClellan: It is the same topic we are talking about; we are talking about the problem with anaesthetists.

Hon. Mr. Grossman: Let me come back to each of these issues. With regard to that portion of the population being seniors that are extra-billed, I would point out, for example—we don't have hard data—that 10 per cent of all of the doctors who are opted out are obstetricians; so you can wipe that out entirely.

If you go right down the list you will find there are a great number of physicians who would not be—

Mr. McClellan: Would you say that again? I missed that.

Hon. Mr. Grossman: Ten per cent of the doctors in the system who are opted out are obstetricians.

Ms. Copps: But that covers pregnant women. I am just trying to say that—

Hon. Mr. Grossman: If you would just let me take one point at a time—

Mr. Chairman: Could we just get these statistics?

Hon. Mr. Grossman: You made a point about

the low-income group and you made a point about the elderly.

Ms. Coppes: And pregnant women.

Hon. Mr. Grossman: I am taking them one at a time and telling you that with regard to the elderly, for example, 10 per cent of all the physicians who are opted out are not treating the elderly in any way whatsoever.

When you talk about pregnant women, the reality is that 40 per cent, approximately, of the obstetricians are opted out and 60 per cent are opted in. The question then becomes, are they extra billing people who cannot afford to pay extra? The question then becomes whether the people who are using their services are aware that they have every right to insist that the OMA provide a physician who is willing to look after that person at opted-in rates. I hope they are using that.

I believe, as a result—certainly as we monitor the situation, which is admittedly not through a police force of any sort—access is there; it is being well used. If you spoke with the major obstetricians, the best known ones and the best in the province, looked at their case load and analysed to see how many of them are providing services at opted-in rates, I think you would find a great number of opted-in services being provided.

5:40 p.m.

My friend Mr. McClellan calls it a charity with regard to those people. I come at it the other way and say—

Mr. McClellan: It is not even very charitable.

Hon. Mr. Grossman: —the doctors are deciding which ones are going to pay the extra amount out of their own pockets in order to supplement the income.

Mr. McClellan: From the anaesthetists' statistics it looks as if even the charity isn't very overwhelming.

Hon. Mr. Grossman: You still get 70 per cent of the—

Mr. McClellan: Oh, yes, well.

Hon. Mr. Grossman: I am not here to say it is a great thing that 30 per cent of the anaesthetists—

Mr. McClellan: You are the one who says, "The right to opt out of medicare is," blah, blah, blah.

Hon. Mr. Grossman: I am saying that I do not think it is impeding access to the system. I think it is bringing money into the system—

Mr. McClellan: There is no doubt about that.

Hon. Mr. Grossman: —from those who can afford it. If you accept that—

Mr. McClellan: I don't accept the last part. I think you know that.

Mr. Gillies: One of the common arguments we hear, Mr. Minister, about the detrimental effects of eliminating additional billing would be that doctors would leave the province, they would go to the United States or elsewhere where they could make more money.

I do not recall, or perhaps I have never seen, any numbers on that. I hear occasionally of doctors who are leaving anyway, I think for financial reasons.

Has the College of Physicians and Surgeons or has anyone done any work at all in this area? Do we know that large numbers of doctors would leave if overbilling were eliminated, or are we just assuming that is the case?

Mr. McClellan: Check the US market in 1982; there is no market any more down there.

Hon. Mr. Grossman: Mr. McClellan is right to the extent that four or five years ago there was an exodus. Now, if anything, we are getting more than our share—

Mr. McClellan: Coming back.

Hon. Mr. Grossman: —in migration into Ontario.

Mr. McClellan: That is a point you should be making.

Hon. Mr. Grossman: I make it often to those doctors who complain about—

Mr. McClellan: I have never seen it in any of your speeches.

Hon. Mr. Grossman: You should come to hear some of them.

Mr. Boudria: You should read more of his speeches.

Mr. Gillies: It may be difficult to nail down, but do we know if these doctors coming into the province are overbilling?

Hon. Mr. Grossman: No, we don't know. We don't track that, but I would say to both you and Mr. McClellan that one of the reasons we are able to maintain some of our doctors is that they have that option to extra bill, which they are exercising. I think if you looked at the numbers of the kinds of doctors who traditionally have sought greener pastures, you would find they are the type who tend to extra bill.

Mr. McClellan: They find the pasture is greenest right here.

Hon. Mr. Grossman: I think the broad base of physicians are quite happy with the OHIP rates, and that is proven by the 94 per cent of the accounts that come in that are not extra billed.

As for that other segment, they are the type who obviously are able to get a great deal more money on the market than \$101,000. I don't know if Mr. McClellan would want to put it on the record, but I think even he would acknowledge that some of the specialists who are working here are entitled to something substantially more—they are worth substantially more—than \$101,000. I suspect he would accept the proposition that the taxpayers ought to be willing to pay more than \$101,000 to some of those.

Mr. McClellan: Just for the record, Mr. McClellan does not think that anyone is worth more than \$101,000.

Hon. Mr. Grossman: Other than his leader perhaps.

Mr. McClellan: No one, not even Mr. McClellan.

Hon. Mr. Grossman: If it is not on the record, he won't acknowledge it.

Mr. Gillies: This is a small point. This is not an issue in my area because, to the best of my knowledge, there are only two opted-out doctors in all of Brant county. I am wondering if that is a pattern across the province, that where the economic climate is not conducive to overbilling, a smaller percentage of the doctors are doing it.

Is it correct to assume that there would be a higher percentage of doctors overbilling, say, in Metro, Ottawa or some of the larger centres than is the case elsewhere?

Mr. Chairman: Does the minister have any statistics on it?

Hon. Mr. Grossman: It does not track entirely, and I have talked about it, but you could find that the opted-out rates are fairly low in those areas where they are having difficult economic times, although Sudbury, I see, is still at 12 per cent. Essex is low and Brant is low.

Mr. McClellan: Blue-collar communities are traditionally low.

Hon. Mr. Grossman: It does reflect that, but notwithstanding the kind of dialogue we've had here for the last few minutes, I believe the system is fully accessible and that doctors are acting responsibly. As I've said on the record on previous occasions, looking at just the raw numbers, anaesthetists' numbers and so on, we

can't just pretend there is no potential for some difficulties. They give me some cause for concern. Looking over the figures, one finds, with the exception of a couple of pockets, they are fairly reflective of economic conditions. If economic conditions improve, I wouldn't be sure what will happen to the 15 per cent.

Mr. McGuigan: If I analyse what the minister is saying, he's saying that the system of extra billing is really a more progressive tax system than is our mix of means of raising public money. If it really was a case that the doctors were simply skimming off money from the rich people, he is probably quite correct and it would be good public policy because there is no deduction made for the cost of operating a tax collection and dispensing system. The argument would probably wash.

But I feel there is a group out there that I would call the working poor, or just slightly above the working poor, and we meet these people increasingly today in welfare situations and so on and we suggest to them to go to welfare. Well, they won't go to welfare because they have never gone to welfare in their life and they are too proud. These people are too proud to ask the doctor not to extra bill them. I don't feel quite as comfortable with that extra billing situation as you do.

I wonder if you could do a study on a user basis, go to people and check their incomes, find out their medical experiences and find out whether or not your theory is correct. If it was correct, then it seems to me as an individual I would accept it. I think you are operating from feelings that you have, the same as we're operating from the feelings we have, and there is no more reason that you should be right than we should be right.

Hon. Mr. Grossman: I think that is an important point. There isn't hard data on it, and I'll certainly discuss with the Ontario Medical Association how we might acquire some hard data or perhaps some soft data. They ran some data on cancellation of elective surgery, which was somewhat suspect, but they have the capability to put together some data.

The problem we have is whether we are going to move the system to one which is entirely tax-based because there are some people, and I guess there are, who won't ask, who won't put the proposition to the doctors that they don't want to pay extra and don't think they can afford to.

Mr. McGuigan: I think there are a fair number.

Hon. Mr. Grossman: I guess I would accept the fact that it's a bit up to the doctor to sense where that is the case and to ask some of the questions. I don't think it's appropriate in all circumstances for doctors, who may know a great deal about the economic circumstance of their patients, to blithely ignore it and treat everyone the same in terms of waiting to be asked.

5:50 p.m.

That would be inappropriate. Doctors who have predominately a blue-collar practice in those areas are usually opted in, but where they're not they should know that they should review the economic circumstance with the blue-collar worker where perhaps they feel fairly comfortable in not reviewing it with someone whom they know to be making \$150,000 a year. I think it is probably not enough for a doctor to say, "There is a sign on the wall outside that says I may extra bill." Hence, the discussions we have had—

Mr. McGuigan: To interrupt you, I think that is probably true in the Toronto situation where there are blue-collar areas and what you would call blue-collar doctors. But in the smaller communities I am reasonably sure that most doctors, for example in Chatham or Welland, probably treat the whole range of economic patients.

Hon. Mr. Grossman: I would guess doctors in your area would not even have to ask. Of course, you do not have very many in your area who are opted out. I deduce one in your area who has opted out. I would guess in the smaller communities it is probably far less of a problem. The doctors know the people and they do not have to ask any questions. They would not think in a smaller community of charging a whole range of those people. I am sure you would agree with me.

Mr. McGuigan: Yes, I think I would. So then really these opted-out doctors are in larger communities?

Hon. Mr. Grossman: Oh yes, and that is a point we should have covered earlier. They tend to be in the larger communities because they are specialists congregating around and working in teaching hospitals. We would find them in Hamilton, London, Toronto, Kingston and Ottawa. They are in the major centres, at the universities and at the teaching hospitals. One of the advantages of that is that there is always a

plethora of doctors around in those major centres who are opted in, so there is an alternative. There are very few circumstances, outside of the major centres, where there is a big conglomeration of opted-out doctors.

Ms. Copps: On the issue of the discussions that you have been having with the Ontario Medical Association with respect to notification, what is the status of that at the moment?

Hon. Mr. Grossman: We have put the proposition to the Ontario Medical Association and they have, at least conceptually, accepted the principle that there should be notification.

Mr. McClellan: That was back in 1978. How time flies.

Hon. Mr. Grossman: I believe that they, together with the college, would prefer to work out the mechanisms to ensure that things are done appropriately by themselves within their own profession.

Mr. McClellan: They have been doing it for four years.

Hon. Mr. Grossman: There is evidence that the mechanisms of the last four years have not worked in every case. Therefore, we have told them we want to amend the regulation. Both the college and the OMA came in to see us and reviewed the circumstances with us. I told them I felt we had to go ahead with regulation and I thought it was fair. I agreed with them that perhaps there was some concern which had some legitimacy with regard to the penalty for professional misconduct, but I argued further with them that, given all of the circumstances, it was not as inappropriate as it might seem to some. In any case, they have asked for an opportunity to review how they might do it and to make some suggestions they might have as to different penalty clauses, different mechanisms and so forth. They are aware that I am going to move on it very shortly.

Mr. McClellan: How shortly?

Hon. Mr. Grossman: Before Christmas. I regret that it did not occur earlier, but they felt that the letter we sent under the legislation to the college giving them the 60 days' notice was not the kind of notice they needed to address the issue. They responded in a way which, as I said to the media, I thought was not the most helpful way. Finally, they just passed the resolution at the College of Physicians and Surgeons of Ontario saying they were opposed to it and it should not be done.

I think it would have been appropriate for

them to have come in before that time to discuss the working of it and any alternatives they might have. In any event, they did not do that. It was not until late August when they passed that resolution. I then called them in because I was quite angry about the letter they had sent out to all of the members of the college, which I felt was not fair.

At that time we had a fairly direct and fairly heated meeting, but the bottom line was a fairly constructive meeting. That took us into September. They went away to consider what I had said. The OMA then came in to review the situation with us and then went away to consider what was said. I agreed to give them an opportunity to try to frame something that might be workable and acceptable to us. If they do not succeed in the next week or so, then—

Ms. Copps: Are you acting on the premise of written notification?

Hon. Mr. Grossman: We will wait and see. Obviously there are some circumstances where written notification may be a little extreme. I think the real question that has to be faced is the reality of the notification. I think the onus is on the physician who wants to extra bill to make sure that his or her patient knows about it.

Ms. Copps: You just stated a few minutes ago that in every area where there are opted-out physicians they have a responsibility to inform patients that the Ontario Medical Association must provide them with an opted-in physician if they so choose. How do you know that is even being done now?

Hon. Mr. Grossman: They must provide them with services at opted-in rates.

Ms. Copps: But how do you know that they are informing people of this now?

Hon. Mr. Grossman: Let me be clear. They have provided some information which indicates that some people are using the number which is available in public libraries and other places throughout the province. I have told the OMA that I did not think that very many members of the public, notwithstanding that, were aware of the service and that I felt that more had to be done to make that numbering service more widely known.

Ms. Copps: But there is no legal obligation upon them at the moment to let their patients know this?

Hon. Mr. Grossman: Right now there is no legal obligation.

Ms. Copps: So in many cases at the moment it is not being done?

Hon. Mr. Grossman: Sorry, what is not being done?

Ms. Copps: That opted-out physicians are advising their patients that the OMA must provide them with services at opted-in rates.

Hon. Mr. Grossman: I would agree with you.

Mr. McGuigan: In that regard, as I recall, there is a sign in most doctors' offices about discussing fees with the physician in general. Would it be unfair to ask them all to display a sign that gave that information?

Hon. Mr. Grossman: That is not a bad thought. I will take that up with them.

Mr. McClellan: I am going to pursue this in another sitting.

Hon. Mr. Grossman: Mr. Chairman, in view of the conversation we had earlier about scheduling mental health, I think for the time being it might be best if we look to next Wednesday and the following Monday.

Mr. Gillies: Mr. Chairman, can you tell me when I can anticipate a discussion of paramedics and emergency services? Can the minister anticipate when we might get to that subject?

Hon. Mr. Grossman: I guess that would be under the institutions vote.

Ms. Copps: The reason I raised that yesterday is that I have a certain number of items I would like to raise, OHIP being one of them, but I was planning to raise them under different votes. I have got the impression over the last couple of days that we seem to be sort of jumping all over the map. This makes it very difficult to get the material you want on a given day.

Mr. Chairman: Mr. McClellan, would it be proper to assume that on Monday we would carry the first item of the first vote and proceed a little faster so that the normal latitude that is offered on the first item would be exhausted and we could focus on other things?

Mr. McClellan: The second vote is institutions.

Mr. Chairman: There may be a few points still on the first vote that you may want to raise.

Hon. Mr. Grossman: I wonder if Ms. Copps also would like to discuss paramedics. If that is the case, perhaps we could schedule that on Monday and Dr. Psutka could run through, if the committee decides, maybe about 15 or 20 minutes on the entire array of services. I think that would be most helpful.

Mr. Gillies: I did not have a lot of lengthy questions on it. I would just like to review it.

Mr. McClellan: Why do we not move on to the second vote?

Mr. Chairman: Shall the first item of the first item carry, that is, the main office. Do you want to take a vote on the entire vote?

Mr. McClellan: Let us just leave it, and if

there are any cleanup items we can do them in 20 minutes or so.

Ms. Copps: Can we not just vote on the first item of the first vote, because that is really all that we have done today? We haven't done any others. We are still on the first item of the first vote.

Item 1 agreed to.

The committee adjourned at 6:01 p.m.

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Wednesday, December 8, 1982

Ministry administration program:

Main office. S-615

Adjournment. S-625

SPEAKERS IN THIS ISSUE

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Gillies, P. A. (Brantford PC)

Grossman, Hon. L. S.; Minister of Health (St. Andrew-St. Patrick PC)

McClellan, R. A. (Bellwoods NDP)

McGuigan, J. F. (Kent-Elgin L)

Shymko, Y. R.; Chairman (High Park-Swansea PC)

From the Ministry of Health:

LeNeveu, R. A., Assistant Deputy Minister, Administration and Health Insurance



Ontario LEGISLATIVE ASSEMBLY

No. S-23

Legislature of Ontario Debates

Official Report (Hansard)

Standing Committee on Social Development
Estimates, Ministry of Health



Second Session, Thirty-Second Parliament
Monday, December 13, 1982

Speaker: Honourable John M. Turner
Clerk: Roderick Lewis, QC

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Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

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LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Monday, December 13, 1982

The committee met at 4:08 p.m. in room 151.

ESTIMATES, MINISTRY OF HEALTH

(continued)

On vote 3301, ministry administration program; item 2, financial services:

Mr. Chairman: I see a quorum. Because vote calls may be quite frequent today, I would appreciate it if we could begin as early as possible and start the estimates now. We completed the first item on the first vote. With your mutual co-operation, we are on the second item, financial services. Any questions or comments? Shall item 2 of the first vote carry?

Item 2 agreed to.

Items 3 and 4 agreed to.

On item 5, information services:

Mr. McGuigan: Tell us a little about information services. What type of work is that?

Mr. Scott: Information services involve primarily promotion and the standard communications operation of the ministry. That would involve our various promotional endeavours on behalf of good health, disease and the infamous calendar; those items would all come within the promotion side.

Mr. McGuigan: It would seem unusual for us to criticize the lack of promotion. I just wonder, in a budget of this size, if that is really enough money to educate people towards better health and lower costs.

Hon. Mr. Grossman: Would you repeat that? I missed the tail end of that.

Mr. McGuigan: I said it was probably unusual for anyone to criticize the lack of promotion with a budget of—how many billions of dollars is it?

Hon. Mr. Grossman: About \$6.5 billion.

Mr. McGuigan: I wonder if this is really enough money to be devoted towards prevention, education and promotion under health care.

Hon. Mr. Grossman: Might I say, given the state of the art, this is an appropriate amount. It is a substantial amount on its own. We are trying a variety of different things to try to find out, as

other jurisdictions are, which particular vehicle works best. We get a fair number of services in that area. We have, I think, over 50 brochures. We do television, radio and other forms of advertisement, print and so on, through that vehicle. They seem to go fairly well. There is a variety of responses to them, but I would say it is a fairly good amount.

As well, through district health councils and other groups, there is a variety of other health promotion things that are going on which would not appear under this vote but do appear up there. As I recall, Kent County District Health Council put out a very good series of books; I think there were three of them.

Mr. McGuigan: Services available.

Hon. Mr. Grossman: One, I think, was on how to prevent heart disease, the preventive steps one could take, exercise, etc. They were fairly substantial publications, funded through the district health council. I brought back the copies of the books that the DHC in Kent showed me because I wanted to show them to other DHCs that had not seen them; I found that most of them had. I also, interestingly, took it home; I wanted to look through it and spend some time looking at it, and I have taken it back down to the office where I have had occasion to refer to it several times.

You might be interested in telling the people in your area that I have referred to it several times when journalists and others have been in talking to us about health promotion. I consider those two substantial publications as two of the finest publications I have seen. They were done on a very modest budget by the DHC. They have an excellent subcommittee on that. They did it by pulling in a great deal of community resources, volunteer work, information brought forward to them, and so on. It was a very low budget, but I consider it a highly effective tool, really substantial.

Mr. McGuigan: Do you have any way of measuring any of these situations? Do you have any results, any work done on measuring the results of the media capacity?

Hon. Mr. Grossman: Occasionally we have an opportunity to do some of that analysis after

the fact to see which works. Very much depends upon the message we are trying to deliver with regard to which medium works best. Therefore, we adjust the media to the particular message we are trying to give out. It is hard to be sure, as we have discussed before, in a variety of cases. It is something I have talked about in each ministry I have had.

Consumer and Commercial Relations did a fair amount of advertising and promotion on consumer rights. In that ministry, I remember asking exactly the same questions. The stuff looks terrific. I consider the publications excellent, and the question was whether the right people were reading them and so on.

How is our time, Mr. Chairman?

Mr. Chairman: I would appreciate it if you would wrap up your answer because I think the committee members would like to go back to the House. There are about six minutes left.

Hon. Mr. Grossman: What we did at Industry and Tourism was the massive shop-Canadian campaign. As we monitored that, it seemed clear to us that buying patterns have altered over the years. We like to believe it was attributable to the campaign, and I happen to think it was, but there was a variety of factors. The devaluation of the dollar, of course, played a role.

In Health, it is even less certain as to some of the measurement devices. But I agree with you that I would not want to see a reduction; if anything, I would want to see an increase as we try to find the right vehicle out there.

I should tell you, as well, that we do a lot of pre-testing, focus groups and so on, before we pick a campaign. Pre-testing lets the experts take out those things which may not work particularly well with our typical client group.

Mr. Chairman: Why do we not come back and continue on that?

The committee recessed at 4:16 p.m.

4:31 p.m.

Mr. Chairman: We will continue with our meeting. I believe Mr. Runciman had a supplementary question. We shall wait until Ms. Coppins comes back to continue item 5.

Mr. Runciman: I have a couple of quick questions related to what the minister was talking about.

Do you have no specific objectives in relation to advertising or communications? Are there no specific objectives that you hope to achieve with a given communications program?

Hon. Mr. Grossman: Yes, there are. Perhaps I shall have Peter Jackman come up here and take you through them.

Of course, it depends on the particular campaign. Peter can address the objectives in a general sense, then perhaps deal with some objectives of some of our specific campaigns.

Mr. Jackman: The general objective of health promotion is to try to deal with lifestyle diseases to the extent that we can. Because they are seen as one of the most serious problems at the moment, they are the ones that tend to be fostered by communications.

We are doing two programs at the moment: alcohol moderation and smoking. Both programs are directed primarily at young people, particularly teenagers, and involve both television and a variety of print material.

Mr. Runciman: I am wondering about an objective you want to achieve with a given program. You say you are getting at lifestyles and you want to alert people to the inherent dangers of drinking and smoking excessively. I was wondering—really what Mr. McGuigan brought forward earlier—is there any way of measuring the kind of achievement you are making as to getting people to reduce their drinking or stop smoking and what have you?

Mr. Jackman: It is very hard to measure. We can certainly tell whether people see it, whether they believe in it. The question of smoking is—

Mr. Runciman: How do you know whether you are spending too much or too little? How do you arrive at a budget figure?

Mr. Jackman: We budget by campaign. Like most ministries, we are locked into a gross amount and we try to develop the programs within that amount. Out of the amount of money, we have roughly three specific kinds of campaign. One is the one I mentioned to you about smoking, drinking and lifestyle.

The second major area is disease control. The two most obvious examples of that this year are the immunization campaign, which is on at the moment, and the antirabies campaign. In both cases, those occur or are developed without—we know that we will have another rabies campaign next year, but we cannot—

Mr. Runciman: I am having trouble understanding how you arrive at a budget on an ongoing basis, if this year you say we require \$5 million in that particular program area and we are going to develop programs to fit that budget, and you carry on with an alcohol awareness program and so on.

Mr. Jackman: Essentially, yes; we have a global amount and we have to work within that.

Hon. Mr. Grossman: Let me say, as the person who ultimately has to decide how much money we are going to spend on that particular activity and on the others, and I have to take the general spending pattern to Management Board, we obviously go upon the traditional base that seems to have been effective. We compare that against the expected particular campaigns that may be needed in the next year, for example, an expectation that we may face a rabies problem, an expectation of how much longer we are going to have to do the immunization campaign, given the legislation we passed in June.

We have a couple of the regular activities—alcohol and smoking—on which we have traditional data, and then we have an additional amount for the particular campaigns, the particular number we think we will face in the course of a year. We have to set aside an amount for those particular campaigns.

Generally speaking, we are satisfied, based upon previous experiences, that the amounts seem to be about right, given the amount of media time we can buy, the devices we use and the extent to which one cannot have too many messages running out there at the same time.

Mr. Runciman: I am just wondering if you cut your advertising budget in half, for example, do you think you would have some negative repercussions to that?

Hon. Mr. Grossman: If we cut the advertising budget in half, a message that we felt was useful would reach either half the group—and we mostly divide that regionally—or we would decide to have a particular message go province-wide but repeat it less frequently. But, as you all know, you have to hit the same message many times before people really get it. That is the kind of choice you get into, whether you are going to take a certain smaller group and have the same intensity of the campaign, or whether you are going to continue to go the broad stroke with less real penetration.

If one thinks—and that is up to everybody personally to decide—that the particular messages are important and that the particular device we are using is effective—say, the ads that are currently running with regard to drinking, the impact of it on children—if one thinks the message is important and the particular ad is a good one, then the question we face is whether that should reach the same number of people as it is currently intended to reach, or whether it

should hit those people as many times as it is currently hitting.

Another basic question is whether we should be doing that particular ad. Given that we want to do it, it would not make sense to do it with half the amount of money. I would rather run fewer campaigns with the same intensity.

Mr. Jackman: Just as an example, Mr. Runciman, a couple of years ago we were in a softer advertising campaign against drinking. The object was to try to demonstrate that refusing a drink was socially acceptable. We found it took enormous amounts of money to do that kind of thing, so we simply hardened up the ad to what you see now and it seemed to have the same effect in terms of people recalling the effect.

Mr. McGuigan: I would like to suggest the reverse of your intention is taking effect. The promise was made by the province four or five years ago to crack down on lifestyle advertising. As far as we are concerned, it does not seem to have happened.

Hon. Mr. Grossman: I was the Minister of Consumer and Commercial Relations at that time and I remember rising in the House to make that statement, the same day we raised the drinking age to 19.

Mr. McGuigan: Was anything real done about it?

Hon. Mr. Grossman: Yes, it really was. The problem they face is that unless we decide to ban all advertising, it is hard—thinking back to the arguments at the time—for beer companies to devise, in their terms, any effective ads. They argue they are switching between brands. As I recall it, the LCBO approaches it right now from the standpoint of does the ad encourage more people to drink beer through lifestyle advertising, in which case the board would not let it through, or does the particular promotion get people to switch brands because of the particular ads. They argue that the advertising is useless unless they can show there is some social aspect to switching brands. We do not know whether that works or not, but that is the problem they face.

Mr. Chairman: We had better adjourn now.

The committee recessed at 4:42 p.m.

5:07 p.m.

Ms. Copps: I put a question on the Order Paper some time ago; in fact, it would have been right at the beginning of the changeover in ministers from Dennis Timbrell to the present

minister. I put a question on the Order Paper asking what the cost was in changing over advertisements that were in bus depots, etc., to reflect the new minister's name. I understand, with inimitable efficiency, that was done in very short order, yet the answer to my Order Paper question said that it was just done on a replacement basis and that there was no cost involved. I find that rather hard to believe and I wondered if you could elaborate on that.

Hon. Mr. Grossman: I am sure Mr. Jackman will explain that.

Mr. Jackman: We let the ads with Mr. Timbrell's name on them run out.

Hon. Mr. Grossman: I can assure you that was the policy.

Mr. Jackman: We let them run out and the new series came out subsequent to that and we had Mr. Grossman's name on it.

Ms. Copps: When did the new series come out? In some cases I know they were done almost immediately after the new minister's appointment. How often do the series run that you see on the buses?

Mr. Jackman: About every two months. We were in immunization for the last two months and now we are into that one of the little girl saying, "Are you sure your drinking isn't hurting anyone?"

Ms. Copps: I am looking back to last March now.

Mr. Jackman: The last one with Mr. Timbrell, as I recall, was the heart month, the one that had the valentine in it. That ran through to the end of February. We had a period after that and then the next one had Mr. Grossman's name on it. I cannot remember which it was, but it was a new one. We run them for two months and then replace them with new ones.

Ms. Copps: How much does it cost strictly for the advertising you do on the TTC every two months; the designs, the changeovers?

Mr. Jackman: I cannot tell you offhand but I will get that answer for you. We buy the TTC by the year in a 12-month block.

Ms. Copps: Right, it is block time, but who is doing the design for you? If that is being changed every two months, you are having somebody doing the designing, or is that done by the ministry internally?

Mr. Jackman: Our advertising agency, Russell T. Kelley, does the design. The concepts are seasonally based. The last one, as I say, was the immunization because that was the campaign

we were in. The one that will run in December and January will be drinking. I cannot tell you what we will be doing in February and March because I simply don't know. I can easily check that. We will probably be going back to some variation of heart month.

Ms. Copps: When the Toronto Transit Commission posters are replaced, presumably Russell T. Kelley does the drawings and the creative concepts involved on a regular basis.

Mr. Jackman: They discard them at the end of two months.

Ms. Copps: How much is it costing on an annual basis simply for the designs of the posters that run in the TTC?

Mr. Jackman: I don't know, but I'll find out for you.

Ms. Copps: I think the point Jim McGuigan made re lifestyle advertising is a valid one. The difficulty the ministry has is obviously trying to balance informational needs and public sensitization with what is pure political advertising. I wonder how or who justifies the kind of ads we saw done wishing a particular hospital a happy birthday and that kind of thing and how that sensitizes the public and leads to the promotion of good public health attitudes in the public sector.

I can think of a couple specifically. One was related to the announcement of the opening of the cancer treatment centre at Princess Margaret. The other one was a happy birthday to one of the hospitals. We are talking about substantial amounts of money, thousands of dollars, to run those ads.

Mr. Jackman: That is done in the branch. In the case of the Bayview Clinic, the primary purpose of that ad was to draw attention to that new service.

Ms. Copps: This is a service that was supposed to be reaching out to people from Sudbury?

Mr. Jackman: That ad wasn't in Sudbury, Ms. Copps. It only ran in metropolitan Toronto.

Ms. Copps: Right. It was in the Toronto Globe and Mail, but it was supposed to be a response to the problems that were being faced by people in Sudbury for tertiary cancer treatment, if I recall correctly when the issue was raised in the Legislature.

Hon. Mr. Grossman: Sorry. Is your point that it should have been advertised in Sudbury?

Ms. Copps: I was asking who makes the decisions with respect to those kinds of adver-

tisements, which are clearly not program-related or goal-related lifestyle advertising.

Mr. Jackman: They're made in the branch and they're program-related; that is part of the publicizing of whatever the facility happens to be. The one you have raised is cancer treatment.

Ms. Copps: Don't you think those people who should be in a position to be referred for treatment will know about the facility that is available? Why do you necessarily have to run an ad in the paper? You usually have referrals by physicians, don't you?

Mr. Jackman: I have a sense in the case of cancer, if that's the one we're talking about, that there is a certain element of reassurance that these services are available or that these services are being expanded. I have always felt that was a legitimate information function.

Ms. Copps: What about the one wishing one of the hospitals a happy birthday?

Mr. Jackman: That was done on Hospital Day. I've been there four years, and prior to that we have always run an ad drawing attention to Hospital Day. I guess the purpose of all celebrating days is to draw attention to the people or the organization or the activity upon which the day is focused. We chose in that particular ad to draw attention to health care workers in a hospital setting and to suggest that the public just think briefly about the contribution those particular health care workers are making to the health and wellbeing of the public.

Ms. Copps: Then you feel that's a justifiable advertising gimmick?

Mr. Jackman: I do.

Ms. Copps: Who is responsible for providing updated material to hospitals across Ontario in terms of public health promotion, etc.? I'm speaking of the brochures you put out that find themselves in hospitals and in doctors' offices.

Mr. Jackman: As each new publication is either issued or revised, we advise the hospitals and the health units and we supply them on order. We don't bulk ship because some institutions, agencies or offices are interested in a particular kind of publication. The most recent one on immunization was sent to public health units and we asked them to distribute them through their distribution system.

Ms. Copps: Are they charged for those brochures or are they free?

Mr. Jackman: They are free.

Ms. Copps: This is a complaint that is out of date at this point, but the reason I ask is that I

happen to have been in St. Catharines some months ago and just happened to go in to a hospital. They had brochures there which provided information on use of the family doctor, etc., stating that if one wanted any further information one could contact Queen's Park and that Frank Miller was the minister responsible.

I also note the nature of the brochures was such that whoever wrote them appeared to have emerged from the dark ages. I hope this is being dealt with through the affirmative action section of the main office of the ministry.

Mr. Jackman: Yes. It's the dentist and his wife.

Ms. Copps: The dentist and his girl, or his wife. They were an incredible set of brochures and I just wondered why they were still sitting in the waiting room of a public hospital for distribution. It was incredible.

Mr. Jackman: All those sexist brochures have disappeared from the system. There has been quite a concerted campaign over the last three or four years to get rid of them. We have no way of going into the hospitals and taking back the old ones or whatever. There are still brochures around with Dr. Dymond's name on them. We don't destroy them as long as the content is relevant.

There are two things which change the content. There are ones we've had to change because they clearly had sexist overtones or because the information in them is incorrect.

Ms. Copps: I would have to go back to this particular hospital because at that time it was clear to me they not only had sexist overtones but were clearly out of date. I just wondered why it was still going out.

The minister referred earlier on to plans, and I missed the first part of it. If you had a document, for example, Niagara's health action plan for the 1980s, would their own budget be responsible for putting out this document or would you assist in the informational process? How do you budget this?

Mr. Jackman: They would do that themselves.

Ms. Copps: I just wondered about the tie-in with Oxford county or Kent county. The minister mentioned the Kent County District Health Council's publication. I wonder how that tied in with your estimates in the references earlier on today.

Mr. Jackman: Sorry, Mr. Grossman was talking to Mr. McGuigan about some specific—

Ms. Copps: You were talking about the

district health council document they put out in Kent county. How does that relate to the informational services? I guess it doesn't.

Hon. Mr. Grossman: It's an independent decision made by the DHC to mount a health promotion campaign in its particular region. In that case, through their DHC committee, they assembled the necessary data and information about services available in their community and put together some hospital-related information from a variety of sources including, I believe, ministry sources. They bound it together and distributed it in that area. It's an unusual activity for a DHC.

Ms. Coppins: If they did something in the area of health promotion, would they be able, through the public health unit or another source, to get a ministry cost-sharing agreement or do they just foot the whole bill themselves?

Hon. Mr. Grossman: I think we assist them on that.

Ms. Coppins: But that's done on an individual application basis, isn't it? The reason I ask is that I read of an issue during the beginning of estimates relating to the situation facing mental health care in the Niagara region. I think the minister in his response said the situation had been dealt with or was being dealt with adequately as far as he could see.

I just wonder whether you've had a chance to read the discussion paper dated October 13, 1982. The picture they paint for the area of mental health is pretty bleak for the Niagara region. I just wanted to outline it because I think it counterbalances the statement you made that you felt the situation has been dealt with.

5:20 p.m.

"Several issues identified by the working

group reflect a lack of comprehensive and accessible mental health care services because of a lack of a continuum or a range of mental health services in the community support network, lack of mental health personnel, lack of interagency co-ordination of services, i.e., networking, lack of region-wide planning for and priority setting of mental health services and a lack of accessible systems of transportation and communication in Niagara to link the client with the service.

"Recommendations of a major significance which address the above concerns include a region-wide follow-up and aftercare service for the psychiatrically disabled, regional facility for psychogeriatric clients and for the mentally retarded and disabled with psychiatric problems, the development of a range of supervised community housing alternatives, a co-ordinating body to disseminate mental health services information, the establishment of a region-wide public health transit system and interregional telephone network and the establishment of a permanent mental advisory committee to the Niagara district health council to facilitate. . . " etc.

It paints a pretty bleak picture. I think the minister was attempting to address this in some of the steps that have been taken. But it is much more dismal than what you responded to in estimates. I wondered when this kind of a document goes out, do they fund their health action plan, print and organize the whole thing independently on their own or do you get involved also?

Mr. Chairman: We'll adjourn now. We'll get the answer later.

The committee adjourned at 5:22 p.m.

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Grossman, Hon. L. S.; Minister of Health (St. Andrew-St. Patrick PC)

McGuigan, J. F. (Kent-Elgin L)

Runciman, R. W. (Leeds PC)

Shymko, Y. R.; Chairman (High Park-Swansea PC)

From the Ministry of Health:

Jackman, P., Director, Health Promotion and Information Branch Scott, G. W. S., Deputy Minister

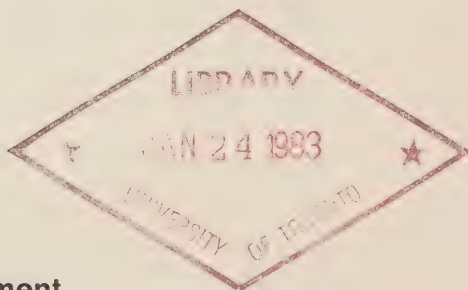


No. S-24

Legislature of Ontario Debates

Official Report (Hansard)

Standing Committee on Social Development
Estimates, Ministry of Health



Second Session, Thirty-Second Parliament
Tuesday, December 14, 1982

Speaker: Honourable John M. Turner
Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, December 14, 1982

The committee met at 3:39 p.m. in room 151.

ESTIMATES, MINISTRY OF HEALTH (continued)

On vote 3301, ministry administration program:

Mr. Chairman: We have a quorum, so I will call the meeting to order. There are indications that we will proceed today without surprise interruptions. We spent about 35 minutes on these yesterday. By interruptions, I mean bells that were constantly ringing for unexplained reasons.

Mr. R. F. Johnston: Surprises, you say? Didn't you read the orders of the day? Didn't you understand the rules we were working under?

Mr. Chairman: No. This was totally unexpected.

Mr. Gillies: Mr. Chairman, they weren't surprises. They were the functioning of democracy.

Mr. Chairman: Despite the limited time, Mr. Johnston, we did carry items 2, 3 and 4 of the first vote. We had a lively debate and discussion on item 5, information services, and I believe we concluded our discussion. If there is anybody who wants to comment or question the minister on item 5, we will continue with this item. If not, I will ask the committee whether item 5 shall carry and we will proceed.

Item 5 agreed to.

Items 6 to 8, inclusive, agreed to.

On item 9, research:

Mr. Chairman: Item 9 deals with the Addiction Research Foundation, etc. You can look at your briefing book. Any questions or comments on item 9?

Mr. R. F. Johnston: I haven't really had a chance to look at the research quotients here.

Mr. Chairman: The Ontario Cancer Treatment and Research Foundation, the Ontario Mental Health Foundation and the Ontario Heart Foundation are part of this particular item if you have any questions to ask the minister on these.

Mr. R. F. Johnston: There is an approximate \$3-million increase budgeted here over the actuals of 1980-81. I wonder if the minister could explain to me where that money has gone.

Hon. Mr. Grossman: On which item? Sorry.

Mr. R. F. Johnston: This is on research, item 9.

Mr. Chairman: This is item 9, Mr. Minister, part of the research program section of the ministry, page 38 in the briefing book.

Mr. R. F. Johnston: I guess I could read some of it if I chose to. What I can't determine exactly, Mr. Chairman, is where the increase is. I can gather what this covers, but I am not sure what the areas of increase are.

Hon. Mr. Grossman: There are three main heads. There are a couple of smaller heads, but three main heads are increased funding to the Ontario Cancer Institute and Princess Margaret Hospital for cancer. Then there is the Kozak activity which was \$900,000—at least a portion of the three years is \$900,000—and a further grant to the Hospital for Sick Children's research. Those are the three main heads.

Mr. R. F. Johnston: There is a \$13.5 million budget for last year. That seems to be standard. Are there a lot of base costs involved?

Dr. LeBlanc: Yes. We have three statutory foundations which have base costs in the research vote. The heart foundation gets a standing grant. There are five health care system research units in each of the five medical schools, and one is in existence for a group of seven district health councils. There is another one involved which has had two separate incarnations for dental issues. These are ongoing long-term grants.

In addition we have a significant amount of money in personnel support. These things are often five-year renewable.

Mr. R. F. Johnston: What are the new projects under cancer research that have been undertaken with their portion of the money?

Dr. LeBlanc: There is a particularly large amount of money related to them acquiring a nuclear magnetic resonance, a tomographic setup, which is to be used for evaluating its role in soft tissue tumour detection.

You may not be aware that while X-ray works very well in hard tissues, nuclear magnetic resonance is much more effective in soft tissues

where X-rays are also useful but they have a limited utility and although the NMR is a research tool, the cancer foundation sought to acquire a prototype to evaluate its utility in cancer diagnosis.

That was agreed to, and they should have it physically installed within a month or so. They had to put money up front and had to physically alter space to receive this equipment. In fact, just minutes before I came here I read a document where their current time of arrival is in one month, but the contract requires it within this fiscal year.

Mr. R. F. Johnston: Is this kind of equipment in operation elsewhere in Canada?

Dr. LeBlanc: There are at least two prototypes that will be in Canada. One will be in London where they are interested in it in terms of stroke research. Once again, the kinds of damage that are in the soft tissue of the brain do not respond well to X-ray detection. There is at least one. There may be a second funded with private money in London as well.

The companies decided they would make a few and sell them at cost in order to have them properly assessed and shaken down as prototypes before they moved into the necessary phase of commercial production in rather large numbers.

Mr. R. F. Johnston: Is there very much in the way of research happening in terms of psychogeriatrics?

Dr. LeBlanc: I am not sure at the moment.

Hon. Mr. Grossman: Some of that work would be covered by a \$252,000 grant to the gerontology research council. Some of it would be covered by funding given to the Ontario Mental Health Foundation. That is almost \$2 million. There are a variety of smaller programs of which I would be happy to give you a list. There are around 100 or so different grants and you can review them.

Mr. R. F. Johnston: I would appreciate a copy of this; anything to do with research especially would be interesting.

Is there any connection between grants in the Ministry of Community and Social Services and the grants in the Ministry of Health to do with child abuse and clinical recognition of child abuse?

Dr. LeBlanc: We do not directly fund any research in that area, but the Ontario Mental Health Foundation is the agency that Community and Social Services has used for its special funds in terms of attracting projects and having

them adjudicated, while they, of course, retain the funding abilities. The OMHF does not fund directly those projects. You have to ask Community and Social Services what specific projects they are funding. Whoever handled it was to use the mental health foundation as a vehicle for receiving and adjudicating the grants.

Mr. R. F. Johnston: I was thinking particularly of the program at McMaster University where they are undertaking a study of tissue examination in order to be able to predetermine children that have been abused. I was wondering whether there was a connection with that.

Ms. Copps: Unfortunately, I was not here when you passed the legal section and I wondered if maybe for the record I could ask, first, what kind of legal services are offered and, second, why the estimate for the legal services this year is the same as it was last year when the actual expenditure was something in the order of 79.5 per cent higher than the estimates last year.

There seems to be something of a discrepancy there and I am still waiting to get a copy from the minister of the grades in salaries for the main office in terms of the areas and what they do. I will just put that on the record because there is definitely an almost 80 per cent discrepancy between what was estimated and what was spent. Now you are coming back with an estimate which is not that much different from the estimate last year which turned out to be 79.5 per cent off the actual expenditure. I thought that was worth noting.

3:50 p.m.

On the research area, I wonder if—

Hon. Mr. Grossman: Sorry, could you tell me what vote that was on?

Ms. Copps: Item 7, vote 3301. In 1981, your estimates were listed as \$512,600 and your actual expenditure exceeded that by approximately 79 per cent. I just wondered why you have such a low estimate again in 1982-83. The actual expenditure in 1981-82, legal expenditure, exceeded the estimate by almost 80 per cent.

Hon. Mr. Grossman: I have 1981-82. What figures are you reading? The estimate is \$512,600.

Ms. Copps: I am talking about what was actually spent in 1981-82.

Hon. Mr. Grossman: What do you have the actual at?

Ms. Copps: The actual is not there, but it is my understanding that the actual spent in

1981-82 surpassed the estimates by 79.5 per cent. What are your actuals?

Hon. Mr. Grossman: It is \$545,000; in other words \$32,000 more.

Ms. Copps: That was actual expenditure in 1981-82?

Hon. Mr. Grossman: That is correct.

Ms. Copps: Obviously my figure is not correct here. That is why I wanted to have that looked into.

Mr. Chairman: Page 34 of the briefing book is where the figure is. It is in the briefing book, which is this manual here.

Ms. Copps: I will have to come back to you on that because I am not correct on the figures. I did notice a couple of discrepancies between what is actually printed in the briefing book and what is printed in the public accounts committee, so there may be some discrepancy here. I am not sure.

[Later:]

To correct the record; on the issue of legal services, the increase in the salaries under the legal services estimate was approximately five per cent.

3:51 p.m.

With respect to research, would the work that is presently being done at the University of Toronto with respect to the post-op treatment come out of the research budget?

Hon. Mr. Grossman: Yes.

Ms. Copps: If it does come out of the research budget, why do we seem to get affidavits from people across the province who either try to get access to the program or general practitioners who are not aware of the program? Who is responsible for disseminating the information about entering into the research program at the University of Toronto?

Hon. Mr. Grossman: In that sense, this is no different from any other new activity undertaken in a hospital for which the general dissemination of information works extraordinarily well throughout the profession. It is a new treatment which is available and which, I have to say by the way, has not only had the usual distribution throughout the medical community but obviously has had far more press coverage than almost any other new program. For those who are seeing a dermatologist, I would find it hard to contemplate a situation where dermatologists would not be aware that there is something

going on and available. It really has had effective distribution.

Ms. Copps: What about general practitioners?

Hon. Mr. Grossman: I presume that anyone who has got a serious enough case of epidermolysis bullosa is not being treated by a general practitioner; he is being sent to a dermatologist who would be able to make contact with the hospital.

Ms. Copps: But the people who are being treated by Kozak are not only victims of EB but also scleroderma and other various and sundry skin diseases. Are you suggesting then that the only people covered under the University of Toronto treatment are EB sufferers?

Hon. Mr. Grossman: At the moment it would be EB sufferers, and I must say that the competence of Dr. Ramsay and his colleagues is well known through the Ontario medical community. I would think that most people suffering from EB or related problems should really be going to that source for treatment. In our belief, and I think in the belief of most medical experts everywhere, it is the best treatment available anywhere.

Ms. Copps: Would that treatment also then cover those people who are suffering from scleroderma?

Hon. Mr. Grossman: I understand Dr. Ramsay does a lot of things and his colleagues do a lot of things. They do not just do the Kozak treatment and they do not just do EB; they do everything, a variety of things related to skin diseases, particularly chronic skin diseases. That is where people should go. That is why we funded the research project into that group because it is composed of the leading experts in the world in treating chronic skin diseases.

Ms. Copps: Do they treat scleroderma also?

Hon. Mr. Grossman: They treat all chronic skin diseases.

Ms. Copps: It is my understanding, both from trying to get information about the program and from people—I think you probably have copies of some of the affidavits in front of you that have been tabled recently—that a number of patients in Ontario do not feel that the treatment the University of Toronto offers is comparable to the treatment they received when they went to Germany.

The minister is no doubt aware of the promise that was made by his predecessor, that the moment they recognized it was an established

treatment, OHIP would immediately cover trips to Germany for that treatment.

Hon. Mr. Grossman: I do not remember that.

Ms. Copps: Your predecessor was—

Hon. Mr. Grossman: I do not think so.

Ms. Copps: Maybe it was in response to a question from Tony Grande in which he said, "As soon as we recognize it as a viable program, it will be covered," or words to the effect that, "We are just looking for the medical okay and we really want to go ahead with it," in relation to OHIP coverage for these people.

What happened in the interim was that you introduced the program offered at the University of Toronto, which was meant to cover the situation, but we certainly seem to be getting some interesting stories about what is being offered at the University of Toronto, as well as general public misinformation or wrong information about what is going on.

I am very concerned because I feel that when you are talking about this kind of a treatment, people who potentially face the possibility of death if they do not get treatment can be put in a position of being exploited. I do not think that is something the ministry would want, and it is certainly something we would not want.

At the same time, you do not seem to have that much information on how acceptable the University of Toronto research project is. I have personally heard from a number of constituents who had difficulty in their referrals through their physicians. It is an area where it seems we need a lot more information given out. I am not satisfied just that the dermatologists across Ontario have it because many of these people have been treated by their general practitioners, particularly in areas where they do not have a dermatologist. I think that there is definitely a need for an information program and there is a job that has to be done.

I know that the relationship of Kozak to the ministry is one issue, but if you are offering what is supposed to be an equivalent service, then somehow that message not only has to get out, but we have to do a selling job to make people realize that it is an equivalent service, because there is a tremendous amount of mistrust and distrust out in the community as to what is being offered at the U of T.

I have had our research people call the program to try to get information and they have not been able to get the information. If that happens to the research department of a political party, imagine the kind of difficulty that

John Q. Public is having in getting that kind of information. It is simply not getting out and something as potentially fundamental to patients who are involved is very important.

Hon. Mr. Grossman: I am pleased that you share my concern about the potential for—to use your word—exploitation here. I would just like to try to clarify some facts.

One, Kozak has shared his EB treatment. He has not shared his treatment for other skin problems which he suggests is effective. Until he does that, obviously, we cannot provide the other treatments here. Until he does that, we cannot even assess the validity of those other treatments.

4 p.m.

I am sure you share with me some concern that Mr. Kozak with his alleged—I should not say miracle cures—helpful treatments, will not make those available to the disease sufferers as literally every other scientist and every other doctor who discovers a bit of an advance does. I say to those who suggest that somehow the people who devise these new treatments have a proprietary right to keep them and to sell them to sufferers at their own named price, that the way medicine works is that this information is disseminated quickly and effectively so that all deliverers of health care can minister that particular treatment. That is not the experience with Mr. Kozak.

None the less, in order to try to deal with the problem, we have approached him, in what I might say was a spirit of co-operation at that time. Mr. Kozak shared the EB treatment; we understand he shared it fully. Subsequently, when the program was set up and people started to use it, and Mr. Kozak did not find what I considered to be a fairly generous offer acceptable to himself, he suggested that he had not shared all of that treatment. I do not know if that is the case or not; I do know that he is now suggesting that is the case.

With regard to the amount of misinformation out there, those who are devout followers of Mr. Kozak cannot believe or accept the fact that this particular treatment is available anywhere else other than in West Germany. Mr. Kozak, may I say, is trying to maintain the perception that only he can treat these people and only he can do it in West Germany.

That is a problem. I do not know what the ministry does to try to clarify the fact that the treatment is available here for EB, that the people here are eminently qualified to treat a

wide range of diseases. I do not know how the ministry goes about clarifying to the public that if Mr. Kozak has something, he really should be sharing it. We tend to think this is a disease unique only to Ontario, but that is not the case.

One wonders what is happening in every other jurisdiction where there is not prepaid health insurance. Why aren't the hundreds of sufferers in the United States going through this circumstance? What is the difference? I have to believe that Mr. Kozak, for his own reasons, wants to urge his own presence here in Ontario through a publicly funded plan.

I am very concerned about all that and I keep repeating to Ontarians as widely as I can the fact that they should get treatment here. Our dermatologists here are world renowned and the Kozak EB treatment, such as it is, is available here. Is the Kozak non-EB treatment available here? No. Does anyone know if it is effective? No. Is the world being asked to take his word for it that it is effective? Yes. Is it an accepted treatment, in West Germany where he lives, for all the other skin treatments? No. He is hardly a national figure in West Germany for a successful treatment of a variety of skin diseases; that is just not the case, he is not.

These are questions which I would hope sufferers, who are obviously anxious, and we have discussed this on other matters upstairs in the House, would think about before they go on an understandably desperate search for what they have been led to believe is a miraculous treatment which, as we have learned recently, is not always as effective as some people would hold it out to be.

I have a very simple view. We will not only pay for it but we will spread it throughout Ontario, add it to the health care plan, make it widely available throughout Ontario. Every sufferer can get treated freely, without cost, if Mr. Kozak will do one of two things. If he will do what every other scientist does, and that is release his treatment to the entire medical community, or in the alternative, take us up on our offer to provide \$10,000, plus \$750 a day consulting fee, plus expenses, plus \$350 for travel to come here and do it.

I must say, I get a little angry when the government is being held up by Mr. Kozak. Mr. Kozak will not treat sufferers, whom he says he cares about, unless we pay him. Then we pay him far more. I know a lot of doctors who would be pleased to work for \$750 a day, doctors who can treat a variety of things, not just one disease, but he still won't do it.

If there is any assistance you have for me as to how we can handle that matter with the public or with Mr. Kozak, I would be delighted to hear it.

Ms. Copps: You're giving me two messages here. One is you're suggesting that epidermolysis bullosa is being treated at the University of Toronto—

Hon. Mr. Grossman: And McMaster and Western.

Ms. Copps: —under the direction of the University of Toronto research program. You are also suggesting that various other skin diseases that Mr. Kozak claims to have a cure for are presently being treated only in Germany. I have corresponded with the minister on a case in my own riding of a fellow who is retired, he is on a long-term disability pension from Dofasco. He had to come up with \$20,000 and may be in a position where he will have to sell his house.

He does not suffer from EB. He suffers from scleroderma. To his knowledge, and now by what you've said today, the only place where he can supposedly get the treatment is in Germany. You haven't been able to assess the treatment for scleroderma and for some of the other diseases yet because he hasn't provided you with the information. At the same time, to date with respect to EB, his track record has proven accurate.

Hon. Mr. Grossman: No.

Ms. Copps: You're disputing the epidermolysis bullosa treatment?

Hon. Mr. Grossman: I just want to say that the suggestion that it is a 100 per cent, always effective treatment is inaccurate. I want to be as accurate as I can. My people have been over to West Germany. They have checked around to see the experience in the Kozak Clinic, which you would expect to be a huge, world-leading centre of knowledge from what we read. They found it was somewhat different than they anticipated.

They found, for example, that those who knew of Mr. Kozak in West Germany were those who knew that many—I want to be fair—some of Kozak's patients have been sent by Mr. Kozak to hospital emergency departments in West Germany. That would indicate that perhaps, to put it at its most modest level, he isn't successful with all of his cases. We do, obviously, read about the cases where people seem to improve after his treatment.

Further, you will recall that one of the sufferers from Ecuador, who came to Ontario

and then went on to West Germany after people had raised \$18,000 or \$20,000—just contemplate it, \$20,000—went to Kozak and wasn't helped at all. She came back here and, interestingly, was treated at no cost. She now has returned to Ecuador, and after she gains some weight, she will come back here and have some reconstructive surgery done.

The reason she couldn't have the reconstructive surgery done here was that she was not getting the proper treatment, I'm not saying in West Germany, but she appeared to have been relying on the prospect of being successful in West Germany and wasn't getting the kind of mainline treatment she could have got here. I emphasize that in spite of the fact she was from Ecuador a good portion of the treatment here was provided without cost.

Contemplate the situation where people go to Toronto General Hospital and have a triple bypass that costs \$20,000. Your constituent, for treatment of a skin disease that has not proven to be certainly effective, that is not of proven therapeutic value, not scientifically approved, is being charged \$20,000 for that treatment in West Germany.

Ms. Copps: Okay. I would dare say that you would have great difficulty in tabling a 100 per cent success record of any specialist in any area. The difficulty is that your government has publicly endorsed the Kozak treatment for epidermolysis bullosa.

4:10 p.m.

Hon. Mr. Grossman: I have to be careful. No, we haven't publicly endorsed the treatment. What we've said is that it appears that the treatment works or, sorry, we've said that people who have gone to West Germany and have received the treatment appear to improve. No one knows why, including by his own admission, Mr. Kozak.

Ms. Copps: It's sort of like aspirin's relationship to the common cold.

Hon. Mr. Grossman: No. If you want to endorse the Kozak treatment, I can only urge you to be very careful.

Ms. Copps: I'm suggesting that, as a government, you have gone over to Germany and you have decided, on the strength of whatever results, whether they may be scientifically proven or whatever, to set up a clinic here in which you are alleging to provide the OHIP-covered service to Ontarians. Obviously you believe there is something to the treatment or you wouldn't be offering it. If you're offering it only on an

experimental basis, then you can understand why people within the province are getting mixed messages. Is it an accepted treatment or is it not an accepted treatment?

Hon. Mr. Grossman: Understand that we have agreed this is a research program. We provided it as research money because, as I said, the person who devised it and discovered it doesn't know why it works. He doesn't know which components cause it to work. Indeed, there are those, Ms. Copps, who suggest, and we don't know the answer to this question, that the intensity of a treatment package which includes some traditional methods of treatment is what makes the patients improve for a period of time.

No one knows if it is that or some of the Kozak ointments which are part of that. In other words, those who allow themselves to be hospitalized and receive intense treatment, feeding, care and a whole variety of traditional treatments for skin diseases tend to improve because of the intensity of the treatment over a two-or three-week period, as opposed to getting periodic treatments and carrying on as much as they can with their daily lives without that intensity.

Mr. Kozak claims to know the answer, but most other people don't know whether it is just the intensity or the Kozak's salves that make the difference. We did the research project here to try to figure out which component works. When we do that, it's quite clear that a number of Ontarians wish to get the Kozak treatment for \$20,000 in West Germany. Therefore, we make it available through McMaster, Western and the University of Toronto for those people to get that treatment here, notwithstanding the fact it's in its research stage.

We're giving a treatment for a situation where (a) we don't know what it is in the treatment that makes the patient improve, and (b) we don't know if, in the longer term, the treatment actually works. If we could try to focus this discussion, you tell me what you think we should be doing and I'll tell you why we're not doing it.

Ms. Copps: Because the treatment has been discussed and came to light only in the last year or year and a half, it is obvious that you don't have any data on whether it works in the long term. I would suggest to you that there are many other medical treatments which are applied to which we do not have all the answers and which are used on a regular basis. This is why I referred to aspirin and the common cold. People don't know quite why aspirin works, but sometimes it is endorsed as a treatment, based on results rendered.

People in Ontario who are suffering from epidermolysis bullosa or scleroderma, or any of these other diseases where they are being drawn to the West German clinic, are getting mixed messages from the government. On the one hand, you say the treatment is available. On the other hand, you say it is an experimental program. I'm sure the minister has probably seen some of the affidavits from patients who have undergone the treatment here and undergone the treatment there who feel that it is vastly different.

I can appreciate the difficulty you have as the minister. I want to touch a little on some other unconventional treatments that are available in other places. I had a fellow in my office last week whose sister is dying of cancer. They are looking for any answer. At that point, they are, frankly, desperate and will go anywhere. This is the difficulty you're faced with. You can't endorse every treatment because people are looking for answers to stay alive.

On the other hand, it seems that when Kozak came here—have you ever had an opportunity of meeting personally with him?

Hon. Mr. Grossman: I haven't.

Ms. Copps: Phone calls have gone back and forth and I know an offer was made. I wonder if it would be worth your while to meet personally with him. I believe it might be useful if you could actually sit down and talk face to face with him. So many mixed messages seem to be going out, even from people out there in the community, one saying this is an experimental program and one saying it isn't.

Second, because of his supposed track record on epidermolysis bullosa, which has been optimistic enough that you've set up an experimental program here in Canada, you can understand why those people who are suffering from the related skin diseases who are not presently under the umbrella of the experimental program, i.e., scleroderma, would want to go to the source to try to get it here.

If, on first meeting, Kozak was reasonably agreeable to give out the information regarding EB, do you not think that as the minister if you had a chance to meet with him personally you might be able to hammer out an agreement, that would be reasonable to both of you, for him either to work in a consulting capacity or for the information be made available? I think if you meet with him face to face, instead of some of the these second and third-party messages and phone calls that are being left here and there, you could perhaps hammer it out. It may end up

being a useless try, but at least you can say that, as the minister, you did try.

Hon. Mr. Grossman: Ms. Copps, I am able to say, as the minister, I have tried. Dr. LeBlanc, who is sitting next to me, flew to West Germany, arranged Romanian translators. He met with Mr. Kozak. To date, Mr. Kozak has not even officially responded to the numerous offers that have been put to him.

I am just reminded here, we hired a lawyer who speaks Romanian to help us.

Ms. Copps: From Toronto?

Hon. Mr. Grossman: Yes. Let's just review. We met with him here. Dr. Ramsay presented data. His lawyers met with Kozak.

Ms. Copps: That was when he gave up the EB—

Hon. Mr. Grossman: No, that was subsequently. Dr. LeBlanc from our ministry was over there with the Romanian translator and met with Kozak. We've had really rather extensive contact with him.

How long did you meet with him, Dr. LeBlanc? How many hours were you with him?

Dr. LeBlanc: The better part of a day.

Hon. Mr. Grossman: The better part of a day. Dr. LeBlanc runs our research branch program. He is a person in extraordinary authority in the ministry. He placed the offers for us with Mr. Kozak. To date Mr. Kozak hasn't responded.

If the Minister of Health gets in a situation with Mr. Kozak and a variety of other people, who are unwilling to share their treatment with sufferers but are waiting for ministers of Health to come and pay a ransom to get that treatment for victims, then I have to tell you I will spend all of my time doing that, literally, and I'm not exaggerating.

Word will get around to hundreds, if not thousands, of people who claim to have treatments that are effective. They'll refuse any offers. They won't even answer any offers put by Eugene LeBlanc. They will say, "I'll just wait here until the good old Minister of Health shows up. Then I'll write my own ticket."

I have to tell you, he's not going to write his own ticket on the ransom. He's getting \$20,000 from every person he wants to treat. All he wants to do is talk about opening a private hospital here in Ontario. We have made him an offer which we have not made to anyone else, and he still won't talk to us.

Ms. Copps: I realize that. I have not spoken to the man personally. All I am concerned about,

frankly, is making sure that those people in Ontario, who are now shuttling back and forth to Germany, get an answer, whether it is through the University of Toronto clinic, and you can make that marketable enough so that people out there know that it's offering the treatment and that it is—

4:20 p.m.

Hon. Mr. Grossman: Ms. Copps, quite seriously, and I say this not in a partisan sense, if you're concerned about that, tell your colleague, Mr. Ruprecht, to stop sending out those mixed messages. Between Mr. Kozak who is over here occasionally encouraging his patients, the few with whom he has had some success, and his patients who are sending out those mixed messages in order that people will continue only to go to West Germany, and your colleague who is an elected member of this assembly and who tries to throw credibility on this situation by supporting or being seen to support that position, it is not a productive situation.

When Mr. Kozak realizes that he is not going to be able to get \$20,000 from every patient in Ontario and our patients stay here, then maybe the situation will resolve itself.

Ms. Copps: It is my understanding, from the fact that you've gone ahead at least with respect to the EB treatment, that you're setting up some research. So obviously there has to have been some credibility or some success that has caused you to go ahead with this program. This is all third hand. I have never spoken to the man directly, but I understand that Mr. Kozak at this point is also prepared to come under a different agency, not necessarily as operating his own clinic, because as the ministry it would certainly undermine your position if you allowed people to set up private clinics and private hospitals—

Mr. Chairman: Ms. Copps, I have a list of speakers and I would appreciate it if you could finish the topic of Mr. Kozak.

Ms. Copps: I still would maintain, and it may be for nought, it may not be successful, that if, as the minister, you actually sat down head to head and talked with Mr. Kozak, it would not only satisfy your ministry, but it would satisfy you. Potentially, if he is prepared to accept a contract on a consulting basis or other contracts as have already been offered, then at least you would have the opportunity of putting it to him personally.

I believe that at the moment there are a number of mixed messages going around. There

has not been a lot of dialogue since the meeting Dr. LeBlanc had with Mr. Kozak, which is dating back some months. I think that over the period of some months that perhaps his position has mellowed to the point where you can reach an accommodation.

If that's the case, then it would certainly help those people out there who are still going off to Germany and spending \$20,000, many of whom really can't afford it, for a treatment which has, to date at least, been partially endorsed or partially considered by the ministry.

Hon. Mr. Grossman: I can't talk to someone who won't talk to me. Eugene has been over there and offered him a contract. We've written him letters in Romanian. Dr. Ramsay's lawyers have written him offers. He has got a stack of offers from us.

He doesn't write back and say, "I would like the following increase in the per diem." He doesn't write back and say, "I need \$13,500 per year, not \$10,000." He doesn't write back.

Sheila, I want to say this to you. I'm angry because people won't listen to what we are saying. As to the degree to which there are mixed messages out there, I'm not taking the slightest shred of responsibility for those mixed messages. We have been very clear, and if people will assist Mr. Kozak in getting that perception out there that his clinic is the mecca of EB and that you can only get it there, then that is what's going to make him continue to get \$20,000 from people; and we have to stop it.

Ms. Copps: You made statements earlier this afternoon that are sending mixed messages, whether you realize it or not. You just said a few minutes ago that we're looking at EB, but we're not sure whether we've got it. It's still experimental. That's where some of the mixed messages are coming.

Hon. Mr. Grossman: Well, what do you suggest I say?

Ms. Copps: I would suggest that—

Hon. Mr. Grossman: Would you like me to end the program and say that it has no value? Or would you like me to endorse it totally and have Mr. Kozak here, free to bill OHIP? Neither of those would be mixed.

Ms. Copps: If you're offering it only on an experimental basis, you can understand how the people who would either be receiving the treatment or even considering the treatment are going to have some problems. They look at what he is offering; they say it's a bona fide treatment in Germany, and here we're offering an experi-

mental treatment. It's hard to even get information if other people are running the program.

Hon. Mr. Grossman: But if it's the same treatment, the fact that we call it experimental in this room and the fact that he calls it the answer to every sufferer's dream in West Germany doesn't change the treatment.

Ms. Copps: It changes it for those people who are—

Hon. Mr. Grossman: No, Sheila, with respect, just think about it for a second. The epidermolysis bullosa sufferers who go for treatment here don't know whether that comes under the research vote in my ministry or whether it comes out of the Ontario health insurance plan. They don't, Sheila. They just know they are seeing a doctor at the Hospital for Sick Children and he's treating them.

That's the way it is. They don't know whether it is experimental or not. They don't know the funding under which we are providing the service.

Ms. Copps: Unfortunately, if you look at the affidavits that have been signed by those people, they have some questions.

Hon. Mr. Grossman: The questions have been put in their minds, I suggest, by those people who want to put questions in their minds.

Ms. Copps: I can only say that our own research department has not been able to get information about this program. That is the situation we are facing and I would say that it is difficult—

Mr. Chairman: Can I ask you if you could wrap this up? We have a list of speakers, Ms. Copps.

Ms. Copps: With respect, Mr. Chairman, I didn't cut off anyone who was asking questions on other items on other days.

Mr. Chairman: No, I am not cutting you off. I am asking you for some co-operation. You have been repeating the same questions and getting the same answers from the minister for the last half hour.

Hon. Mr. Grossman: If you would have your research staff contact Dr. LeBlanc, we will tell you everything you ever wanted to know about Mr. Kozak and some things you didn't want to know.

Ms. Copps: Okay. The reason I raised that, Mr. Chairman, was because I waited patiently on other days while other members were asking questions. I happen to be extremely interested in this area and I wanted some information.

Mr. Chairman: Absolutely, no one questions that.

Ms. Copps: It seems approximately half an hour, but—

Mr. R. F. Johnston: One supplementary if I might, because I didn't understand what the minister was saying. For how long has the research project been operating and do we have any reports yet as to the success of that program here?

Dr. LeBlanc: The program commenced August 1, 1982, and while patients who have been in the program are no longer hospitalized, Dr. Ramsay is not prepared to comment on the program so as not to compromise the completion of his research program.

Mr. R. F. Johnston: Which one is that?

Dr. LeBlanc: Actually, if you know anything about clinical trials, three months into such a complex program is still rather early. They started the staffing and the taking in of patient subjects after August 1.

Mr. R. F. Johnston: When do you expect a meaningful report?

Dr. LeBlanc: One would be very surprised if clinical reports didn't begin within a year.

Ms. Bryden: Mr. Chairman, I want to raise a problem that is a part of the general administration of the ministry.

How do they proceed when someone comes to them with an allegation of fraud in connection with providing patients with drugs which are paid for by the ministry? I don't think it should just come under OHIP because I think it is a matter of how the ministry proceeds when such an event occurs.

To fill you in a little bit with the background, I have a constituent—

Hon. Mr. Grossman: Ms. Bryden, I would be happy to discuss that, but if you could wait for the appropriate vote then we would have here the people you really need for that.

Ms. Bryden: It's the pharmaceutical services vote?

Hon. Mr. Grossman: We should wait for that. I will try to deal with it now, but if you would wait for—I think it is the last vote. Sorry, it would be under—

Ms. Bryden: It involves the ministry's legal response as well—

Mr. Watson: While you are at it, could you deal with the facts covering the cost of drugs for

patients in northwest Ontario, because Manitoba—

Hon. Mr. Grossman: I would be happy to deal with that.

Ms. Copps: I have just two questions on the research vote. I will be brief.

Because the program at University of Toronto began August 1, did the ministry consider at least covering those people who were the subject of the program in Germany up to August 1, from the time they actually agreed there was some merit to the program? At that time, the previous minister did say that as soon as we saw the treatment had some merit, we would move in and either offer it or cover it.

That is one question: will you at least consider covering most people who went to Germany prior to August 1?

The second question doesn't relate to Germany at all, but it relates to the whole issue of cancer research and cancer treatment. What ministry funds are available at the moment? I think you may want to comment on, for example, the Terry Fox fund, which according to this year's estimates has disappeared, or the amount that was put in last year is now nil. What happened to that?

4:30 p.m.

Also, when you take a look at a situation like the Burzynski treatment in Texas—I understand two ministry officials went down to Texas for approximately 10 hours. We have received a lot of mixed messages on that, including some that are extremely supportive of the treatment. I can refer to a couple of medical writers who went down and were pleasantly surprised by what they saw, as well as other journalists with medical background who were not particularly pleased with what they saw.

I wonder how the minister can evaluate a program like that within the space of one day and how can we make sure the assessment is correct, etc.?

Hon. Mr. Grossman: To answer the first question: No, we shouldn't refund those people who were there before, because that would set— Let me just try to refine my words at the risk of repeating things for the committee.

We haven't said that the Kozak treatment in its entirety is a therapeutically effective treatment. If we had, then the case might be somewhat different, but we have not. We have a research project which may prove, who knows, that the Kozak salves are miraculous discoveries. No one knows that.

I think it is important to remember that West Germany is the home of some of the world's finest pharmaceutical companies and some of the world's leading medical doctors. None of them has accepted the Kozak treatment and in Ontario he is dealing with eight million people.

In West Germany, which is the home of an extraordinary amount of medical expertise, no one is endorsing his treatment by any means, and I am understating the case. So it is far from being an accepted treatment in total.

The government of Ontario has decided that it is worth while funding a research program to find out if there is any component of the Kozak treatment which is effective. While they are doing that, the treatment is available here. It helps the research and it helps our patients. I think we have to be careful when we presume that we are approving this program.

Concerning the Burzynski treatment for cancer, they were not two ministry officials, they were two private doctors recommended to us by the Ontario Medical Association. Both doctors have an extraordinary competence in the treatment of cancer. I think one is chief of medicine at Princess Margaret Hospital and the other is chief of cancer and oncology at Mount Sinai Hospital. I think every serious doctor in Ontario who treats cancer patients would acknowledge these two people to be at the head of their profession.

They went down there. I have only seen, more or less, the reports you have seen. You brought up the time they spent there and their ability to assess it. I understand it is very much a matter which relates to how much information would be shared with them. There is no point in them spending three, four or five days or two weeks in Houston simply to satisfy me that they have spent enough time there. The question is, were they able to get sufficient information, data, etc. and was the clinic down there co-operating?

I can't comment further, and I won't, because I have just received a formal report in the last couple of days. After we have had a chance to review that with the senior medical people in the ministry, I will be able to comment further and perhaps will make that report available.

Mr. Copps: Can you tell us now whether Burzynski co-operated with them?

Hon. Mr. Grossman: There are different versions of what co-operation means. I think it would be best for us to find out through these reports what these two—

Ms. Copps: Well, you can also read Marilyn Unlop from the Toronto Star who went down here, so—

Ms. Bryden: Since the ministry thinks it could be valuable to have here the people concerned with the item I wanted to raise, could it be possible to bring them in tomorrow and deal with my item? I have a conflict as far as next Monday's meeting goes, which may possibly be the time when it would come up. Would it be possible to deal with that particular item tomorrow first thing?

Hon. Mr. Grossman: Ms. Bryden, I will deal with it now or tomorrow, whenever the committee wants.

Ms. Bryden: If you want to deal with it now, I am prepared to go ahead.

Hon. Mr. Grossman: It is up to the committee.

Mr. Chairman: We have some supplementaries and we are trying to follow the particular item in question. We made some requests earlier to have the representatives from the mental institutions. I believe there is a report suggested for Tuesday—

Hon. Mr. Grossman: Mr. McClellan has a particular interest in the release of the Heseltine report. We have been trying to get that done so we can get it out and discussed during the estimates.

Perhaps members of the NDP can report to their colleague that the earliest date for that would now be Monday, and I won't know that or certain until late tomorrow. I can report further to the committee here tomorrow, so I suggest we hold off mental health until Monday. I think members of the committee would join me in saying whether the report is ready Monday or not, we will probably want to do mental health on Monday.

Mr. Chairman: Your specific question, Ms. Bryden, is on the government pharmacy?

Ms. Bryden: No, it's the minister's response to an allegation of fraud in providing oxygen to patients in their homes under the pharmaceutical services branch.

Mr. Chairman: Could the minister have someone here tomorrow on this, or do you want to—

Ms. Copps: I think we are also supposed to be hearing—and I hope shortly, because it was originally going to be yesterday—from the emergency people. I would like to hear—

Mr. Chairman: If we could have your co-operation and just go through this list, we could move a little faster.

Mr. Gillies you have a supplementary?

Mr. Gillies: Yes, Mr. Chairman, through you to the minister, I share Ms. Copps' concerns about this question about the reported treatment by Dr. Burzynski for a number of reasons.

First, I await with interest the report that I hope you will share with us in the near future. Whether or not this is the case, there are sufferers and relatives of sufferers out in the field who are making any number of allegations against the ministry's handling of this matter. I have had them in my office in Brantford saying that the ministry's examination of the process in Texas was cursory and short-term.

If information was denied to your staff by the people in Texas, I would be most interested to hear about it. The information among members of the public is to the contrary; that people from the ministry were there, spent four hours or a day or whatever it was, looking at four or five cases and then left, having arrived at a decision. I await that with great interest.

Specifically though I would like to ask the minister about a matter I brought to your attention about a week or a week and a half ago. It was brought to my attention by a constituent that there is a doctor in the province who has supplies of this essiac drug or formula or whatever it is that the sufferers and their relatives are very anxious to get hold of. Apparently he is only allowing the formula to get into the hands of people at \$20 a bottle after they have joined a nutrition program for which the fee is \$480. I have not been able to confirm this and I hope your office is investigating it.

It sounds to me like this is a possible case of professional misconduct where he is saying, "Cough up the \$480 and join my nutrition course, then I will let you have the essiac at \$20 a bottle." I wonder if you have any further information on that matter?

I would say that it is just a week or so ago that I was able to—

Hon. Mr. Grossman: Dr. Dyer can handle that.

Mr. Chairman, Ms. Copps wants to discuss the emergency health services and perhaps we might move to that right after Dr. Dyer.

Dr. Dyer: I was outside the room when you were asking questions, but essiac is not a licensed drug in Canada and therefore cannot be sold by anyone to anyone. It would be a contravention of the federal Food and Drugs Act for someone to sell any such substance as a drug. Therefore, if that is happening, it is a contravention, and we have notified the federal government of the allegations, and they will be

following up on that. We have not had a report from them.

4:40 p.m.

Under the definition in the Food and Drugs Act, selling or giving away any of some substance purported to be a drug is a violation, unless it is listed or licensed as a drug.

Mr. Gillies: Very well, Dr. Dyer. I will confirm the details with the minister, but the report I have is that it is a physician in the province who is distributing the substance, but only after the people are coerced, if you will, into joining this nutrition program. If that is the case, then clearly that is against the law.

Dr. Dyer: We are aware of that, and we have notified the college and the food and drug authorities.

Mr. Gillies: Okay. Thank you, and thank you, Mr. Chairman.

Mr. Robinson: To ask the question more directly: what do you know at this time about the distribution of essiac?

Dr. Dyer: Essiac is an Indian extract of tea, not East Indian tea but tea from some leaves in the north. It was prepared some years ago by a nurse in Gravenhurst and was reported to be useful for and was used in the treatment of cancer.

There have been all kinds of offers by the Ontario Cancer Research Foundation to put it through proper trials. There was an offer by the University of Toronto to do that. None of those offers was accepted.

The last I heard about it, the material was being offered through a company. That was again refused because it was not licensed by the food and drug authorities. The company came and saw us and was informed that if they would apply through proper channels for clinical trials and apply to the federal government for the proper procedures, then we would look at the material as a drug.

As far as we know, no contacts were made with the federal government with reference to making any kind of submission for the licensing of essiac. So essiac is essentially a nonentity as far as the food and drug authorities are concerned, without any status.

Essiac has been around for 20 years or more. The last we heard of it was in connection with this physician who was making it available, purportedly selling it. He has no licence to sell as a drug per se, something that isn't a drug. For that reason we reported it to the federal gov-

ernment and to the College of Physicians and Surgeons and we haven't heard back from them.

Mr. Gillies: On a quick point of clarification, doctor, the substance in and of itself is not dangerous, is it? As far as we know it doesn't do anything.

Dr. Dyer: As far as we know the substance is an extract of some leaves and is not dangerous. As far as we know, there is no evidence that it is dangerous; there is no evidence that it is anything. The point being made, of course, is that if any innocuous substance is substituted for proper care it becomes dangerous. Everyone knows that.

Mr. Robinson: What you are saying, then, is that your interest in essiac and your report to the federal government dealt with the pharmaceutical properties being attributed to essiac and it possibly being distributed as a drug.

I ask you in a nonprovocative way, is there any restriction on a doctor making any substance available providing he does not claim it to be a drug? Is it a technical hangup or a medical one?

Dr. Dyer: There is no limitation on a physician using any substance for the treatment of his patients, so long as he is not purporting that substance to be something it isn't.

Mr. Robinson: I realize we are taking time and I will move along. If I went to a doctor and said: "I don't care what you call it, I think it does something; I think it's a cure for cancer. I am not asking for your opinion, but do you have this substance called essiac available?" If the physician made that available, at whatever charge, then does that contravene the Food and Drugs Act?

Dr. Dyer: "At whatever charge" is the question. He is allowed to charge for the medical treatment—that is, his customary and normal treatment, the medical services rendered—but he is not in the business of selling substances—

Mr. Robinson: Anything.

Dr. Dyer: Anything.

Mr. Robinson: He doesn't have a vendor's licence, I suppose—

Dr. Dyer: He has to have a licence or there has has to be some means of codifying that transaction.

Mr. Robinson: Are you going to be bringing before this committee, during the estimates, a report on this case in some greater detail?

Dr. Dyer: We will only report back when we hear, from the federal government and the

college, the results of their investigations of the case.

Mr. Gillies: One last point in this area, if I may, Mr. Chairman. Lately, I have heard a lot about essiac; we've heard about Dr. Burzynski's process. How many purported cancer treatments a year would your ministry run into? Is it a really big business out there, or is it just something that attracts a bit of media attention when it comes up?

Dr. Dyer: I think that in any one year there are at least two or three. Laetrile is one, essiac is another, Lourdes is another, and so on. There are all kinds of treatments; every year you hear of a number of treatments for cancer, and there is a ripe sort of clientele to attract in that way.

Mr. Gillies: In the course of a year it wouldn't be dozens or hundreds; you would have perhaps half a dozen different proposals put forward?

Dr. Dyer: Yes.

Mr. Chairman: We would like to proceed with the second item of the second vote on emergency health services.

I know, Mr. Robinson, you have some questions on item 11 of the first vote. We'll have you first on the list of speakers putting questions after the slide show.

Since I shall have to leave, Mr. Johnston—

Mr. R. F. Johnston: I have been bumped off the list.

Mr. Chairman: We'll get back to you.

Mr. R. F. Johnston: I have something on research that I would like to ask.

Hon. Mr. Grossman: Could we come back to it?

Mr. Chairman: These people have been waiting here for two days now.

Mr. R. F. Johnston: Who hasn't been waiting, I might ask?

Interjection.

Mr. Chairman: I had one question to ask but I will probably have to leave it.

Interjections.

Mr. McGuigan: Can we hold research open?

Hon. Mr. Grossman: Sure, we'll come back to it.

Mr. Chairman: We'll come back to it.

Could you indicate who is presenting this?

Hon. Mr. Grossman: Dr. Psutka, who is executive co-ordinator of emergency health services, will take us through a presentation

which he himself will describe. I think you will find it all very interesting.

Mr. McGuigan: Is this gory?

Hon. Mr. Grossman: Yes, it is.

On vote 3302, institutional health program; item 2, emergency health services:

Dr. Psutka: Perhaps we could have the lights dimmed a bit. I shall sit down so I can use the microphone.

I have been asked to make this presentation really, I think, to clear up some of the issues surrounding emergency health services. One of the issues, of course, is the concept of paramedic services in the province.

What we have here is a slide presentation I have been taking around the province and presenting in interested communities to help to form a stimulus or catalyst to people to start to plan locally. It is really just a case history of anything that could happen on any one of our highways: a man has a coronary; he loses control of his car, which hits a pole; he doesn't have his seatbelt on and is thrown out of his car; his wife is also injured, she has a spinal cord injury.

The point is that unless we have a system in the province it will be difficult to take care of these people. We have many problems with coronaries, and I think there is a lot of emotion surrounding this issue, surrounding cardio-pulmonary resuscitation training and citizens being involved and things like this. I shall get into that later.

As I mentioned, trauma is a very big item. Again, it appears in the papers and a lot of people are talking about trauma centres, trauma units and things like this. Then, of course, there is the ongoing problem of disasters. We have all had Mississauga and Orillias and if we are not planning for that we may get into large problems in the future.

We have a total of 62,000 deaths in the province per year. Of those, 22,000 are due to heart disease, and 4,883 are due to accidental violent deaths. The figure of 1,552 for accidental deaths due to motor vehicle accidents is no longer accurate; the reporting of 1,460, I think, for 1981, indicates a decrease. Over 50 per cent of those, by the way, are alcohol-related, and over 90 per cent did not use seatbelts.

4:50 p.m.

As you go round the province, you hear all kinds of concepts as to how to handle this very large problem we have just described. The most common buzzword, of course, is "paramedics,"

and these people who have been on TV for over 10 years have done a mindset on most of the people in the province, who think that if they were available everything would be taken care of.

On the other hand, those who do a little reading in the literature would suggest that if every city had a Seattle Medic 1 program, we would have no problems; they all saw it on Sixty Minutes and Morley Safer could not tell a lie.

There are also those people in the hospitals who would suggest that if we had a MASH unit in every hospital, with a rapid load-and-go helicopter system, we wouldn't have anyone dying either.

Again, we have those people who want to designate themselves as trauma centres, forgetting about the rest of the system; and we have the fire chiefs who say, "If you buy me another fire truck, we won't have any problems whatsoever; we'll take care of everything." Besides the fire trucks, there is a war going on out there as to whether to buy jaws of life or whether to spend the money on something else; and we have a fair number of firemen running around now with two thumbs missing because they still don't know how to use the equipment.

In this slide a physician has taken the bull by the horns and has bought himself TRAUMA licence plates; I am sure this is available in Ontario, if someone hasn't already picked it up. This gentleman has filled his car with various equipment, including a .357 magnum in the glove compartment with which he will cause his own trauma if none is there.

What I have done here is to try to summarize what we need. What we really need is a system, and the system has to reflect pre-hospital phases and in-hospital phases. This slide presentation was put together in 1976 when we were just starting to explore these issues in Hamilton, without the knowledge that the Americans had done the same thing and had put together a component-type approach with 15 components.

In 1973, the Americans, through block federal grants, allowed communities in the United States to develop emergency health systems. We have here a slide showing the impact of pre-hospital emergency cardiac care through these systems.

If you look at the top, you will see that Seattle, which is used as the benchmark system in most negotiations, saves 20.6 lives per 100,000 of population; they are using a paramedic system. In other words, in Seattle, with one million

people, they would save over 200 people a year. This means that they go home from hospital.

The point is that number has changed. Seattle is now saving upwards of 23 or 24 lives as they improve their system. I would like to point out that in Los Angeles, where our friends Johnny and Roy live, they save only five lives per 100,000. There are many reasons for that, the main one being they don't have a system; they don't have a co-ordinated approach to this problem and therefore they are not as effective as Seattle.

If you go to the bottom, you will find systems that are run with doctors in the ambulance and you will notice they do not save too many lives at all. I would suggest that is probably because the doctors are more pragmatic and declare people dead.

Ms. Coppins: Is that morbidity and mortality, or strictly mortality? Do you have any figures on it?

Dr. Psutka: Those are people who walk out of hospital. I have a slide that will show you a typical example of morbidity mortality.

If you go to the literature, we have many studies pointing out we don't have a system that handles trauma. We have known how to handle trauma from our experience in warfare, but we have not applied this in the peacetime milieu. All of these articles are quoted over and over that if you have trauma-system care, you will save trauma lives. We will talk about that a bit later on.

These are the 15 components the Americans decided to use when they began to hand out their grants. I would like to run through these very quickly, pointing out what is needed if a community is going to be able to use paramedics effectively in their system.

Of course, the first thing is adequate manpower. If Johnny and Roy come to the scene of a heart attack by themselves, they will not be able to do anything other than provide basic life support. In other words, if you are going to take the time to apply defibrillators, start IVs and to do things like that, you need at least four people.

Any intensive care unit nurse will tell you that a cardiac arrest in her hospital takes three to four to five people to run. I would suggest that, if you do not have a tiered response in your community that can guarantee four to five people are at the scene of a cardiac arrest, you will not be effective with your paramedics.

You also have to have a suitable number of trained people present in designated emergency rooms, because there is no use spending all the

money on the street if you then take the case to a hospital that doesn't have a doctor in the unit, and/or nurses, or where the door is locked.

If you have disasters you have to have major utilization of people and equipment. Again this has to be practised or you will have chaos and you will not save lives at your disaster.

Comprehensive training is the other issue. These are emergency medical care attendant air escorts who fly on our dedicated northern air ambulance. At this point, they are not paramedics. We are upgrading these people to EMCA 2 level very shortly, and we hope to move them on into the EMCA 3 level, which would be full paramedics, within the next year or so.

The point is there has to be designated training. The Canadian Medical Association has now designated levels for paramedic training, 1, 2 and 3. We are designing the provincial programs to mesh with those standards so there will be universality of these people across the country and therefore, job mobility.

As far as doctor training is concerned, at the present time the ministry is funding 14 slots in emergency medicine in the province. This is a new developing specialty. The first exams were just written in the College of Family Physicians of Canada in their certification program for emergency medicine. The Royal College of Physicians and Surgeons of Canada will be having their set of exams starting next fall. We are beginning to see the development now of experts in the emergency departments who, I am sure, will give leadership in the years to come.

On the other hand, we are also upgrading our ambulance attendants. We now have approximately 1,400 EMCAs in the province, with another class having just written an exam. We project another 200 graduates.

We are still a long way, however, from achieving total EMCA 1 coverage, which is the basic life-saver, because we have approximately 3,400 people in the province working in the ambulance service.

Also, if physicians and nurses do not realize that they have a role outside of the emergency department in the pre-hospital sector, they will have great difficulty running their system. Efficient communication is, again, a very important part of an overall system. You cannot run a paramedic system unless you have good communications, which means radio communications between the hospitals and the paramedics to allow delegation of medical acts. These are the areas that have been proposed as centrally-

dispatched ambulance service radio systems in the province. We would see these systems slowly coming on line.

We hope that Owen Sound will be coming on line next month. Niagara is slated for the spring and London is just starting to tender. We are moving along slowly.

This is an example of a central ambulance dispatch service. What we have here are designated ambulance services that would be dispatched from a central source in St. Catharines. This would allow a base hospital, for example, somewhere in that region to delegate medical acts throughout the total system. It will also allow better use of ambulances and better control of the overall system and decrease response times and, we hope, decrease morbidity mortality.

Here is an example of a central dispatch unit. This is York, the one that dispatches our air service and also the York central dispatch. It is an example of the quality of equipment that one requires if one is to develop a modern emergency health system.

This is an example, too, of how the 911 emergency phone number is used. In other words, we feel strongly that if a community is going to impact on cardiac care, they need 911 to decrease entry time. The 911 number allows you to get to an emergency health system dispatcher which then allows a tiered response to guarantee a less than four-minute basic cardiac life response. We'll talk about that in a few minutes.

By having this communications equipment it gives the belt radio equipment that allows the paramedic at the scene or the ambulance attendant to use his ambulance as a base station to transmit the communications to the tower, which is then transmitted to a dispatcher. The dispatcher can then link him with any hospital or doctor in the province, if necessary. This gives us the ability to communicate and the ability to delegate responsibility.

It allows communications en route. We have problems sometimes with our helicopters and fixed wing aircraft due to distances and terrain. However, we are working on that.

It also allows disaster communications, which is most important when you are talking about major disasters such as Mississauga, where a large number of ambulances have to be mobilized and hospitals have to be made aware. Even small disasters require expert communications in order to have people taken care of at the right time.

Reliable transportation is another part of the system that has to be examined. This is a typical Ontario ambulance. You'll notice that they are now all orange and white, which are standard international colours. There are a few blue and white ones still in the province, slowly turning orange as they rust. However, we are working at eliminating that problem.

Mr. Kells: They rust to the right colour.

Dr. Psutka: That's right.

This is a one-stretcher ambulance. We are looking at changing some of the requirements of ambulances. We are aware that up north where long distances are involved, sometimes a two- or four-stretcher ambulance may be necessary out on Highway 17. We are also looking at propane and diesel power and different-sized ambulances.

5 p.m.

This is the very first ambulance of its kind that has been placed in London. It is an advanced life-support transportation unit equipped as a mobile intensive-care unit. It will be used to transport people safely between hospitals when transportation and transfer are required due to essential services only being provided at a tertiary or secondary care centre. Doctor and nurse teams will be sent out on this ambulance in this pilot project. However, we see paramedics being the backbone of this type of vehicle.

This is an example of more reliable transportation. These are the Bell helicopters currently in use in our system. These are two-engine, two-pilot aircraft. They are larger than the kind of vehicles you see in the United States. However, these are day-night, instrument-flying aircraft and they are very safe and have a very reliable record.

This is our first attempt at mating them. We have problems in buying these things; we are hoping to have more of them born. However, we have been unsuccessful, but we will keep trying.

On the other hand, this is an example of what might happen if one tries to build an advanced life-support system on top of a poor basic system. That's why I feel it is very important to continue to build your basic system or else it will burst at the seams.

Adequate emergency facilities are extremely important, as we hear in the paper over and over again about people lining up in emergency rooms. What we are saying here is that we have to categorize our emergency rooms in order to determine where, in a region, true emergencies can go to be taken for the most up to date,

up-to-the-minute response that a region can guarantee 365 days a year, 24 hours a day.

We have just had a workshop with the Ontario Hospital Association and the Ontario Medical Association and the College of Nurses of Ontario, etc., looking at categorization. A questionnaire will be circulated shortly to all hospitals in the province in order that they may categorize themselves. This will allow us to know where people are in the system and where you can go when a severe problem is presented.

Access to critical care units is another buzzy issue. The point here is that if you don't have the categorization, if you don't have an inventory of where people are and where they should go, then you will have difficulties in getting people to the proper facility. As far as burns go, we have to know where the burn units are in the province.

This gentleman here is no longer with us—and I'm sorry if people are sick. This is the green man. The green man had hydrochloric acid spilled in his face and went to the wrong hospital and expired, when the treatment was very simple.

This is a clot on a brain and if you do not get to a neurosurgeon with this problem within a certain period of time, you will not do very well.

Spinal cord injuries, again, should be centralized in spinal cord centres and centres of excellence have to be developed in the overall system to ensure that this kind of expensive, high-tech medicine is given out appropriately and, shall we say, by people who know what they're doing.

On the other hand, neonatology, high-risk pregnancy and perinatology centres basically are in place. At the present time, the system transports these people all around the province to centres of excellence. The other day, for example, we flew a mother from Sioux Lookout. She was supposed to be going to London but they didn't have a bed. They called Hamilton; they didn't have a bed, and we took her to Ottawa. In other words, the system can move people around and get the appropriate care.

On the other hand, when we talk about people in the mental health area, again, the system has to respond to their needs.

I don't have a slide of rape victims, but rape victims also are a part of this overall system, as they should go to centres of excellence to guarantee appropriate forensic and medical examinations.

Trauma units we will talk about later, but again, there is growing evidence that if you have

a trauma program with specific trauma hospitals and if hospitals are designated as to their ability, trauma patients do much better.

Involvement of public safety agencies is, again, extremely important. As you go around the province you will find that police and fire departments are a bit resistant to getting involved. They protect their turf, and this slide does not show the way to involve the chief of police. He will be not on your side.

However, we would expect that police should be part and parcel of the overall response. This officer should be able to communicate through a communications system to get an ambulance, to get a paramedic, to get a fire department, and ensure that everyone has practised and worked this out. Even one man on a motorcycle, as far as I'm concerned, is a disaster if the community is not able to handle that problem.

The fire departments, of course, are extremely protective of their turf. You will find, for example, here in Toronto, as in Hamilton, that the fire departments are city operated rather than regional. This often leads to turf protection and problems in co-ordination.

This is an example of the coast guard. When I started giving this talk, I kept saying that in Ontario with all the water, we should have a water response.

I kept asking for a coast guard helicopter picture, because I figured that a coast guard helicopter should be available. They have four of them, but I was chagrined to find out that they do not do water rescue. They are there only to put buoys out. If you want to rescue someone on one of our many lakes, you have to call the armed forces and they will come from Trenton and rescue you, if they can find you at that point.

Consumer participation is extremely important, because the first five, 10 or 15 minutes of an episode, depending on where you are in this province, are your responsibility as a consumer. If you do not know what you have to do, if you do not enter the system, then your chances will be decreased.

Here at the ministry, and in government, we are just initiating a program to train government employees on what to do in the first five or 10 minutes of their emergency, whether that is cardio-pulmonary resuscitation and/or first aid. We would hope that we can set an example here for the rest of the province. If the consumer does not know what to do, then no matter how good your system is, you will not be able to have an impact on morbidity and mortality.

Rapid access to care: this is one way of looking at it. This is probably the first example of wife-beating. Though it wasn't considered that in the past, this is rapid access to care. On the other hand, in Germany they have taken another approach. With 50 million people in a country the size of Oregon, Germany has over 35 helicopters, so there is a helicopter within 30 miles of everyone in the country. They do 22,000 flights a year and the German people, being very exact, say this saves them a lot of money as every taxpayer who doesn't die is worth \$300,000. If you multiply this by 2,000 lives that they save in a year, they save a lot of marks.

That's one way of looking at it. On the other hand, in Ontario we have a very large province; it's not the size of Oregon but an awful lot bigger. We have a co-ordinated land system with 570 vehicles and we now have a dedicated air ambulance system that, at this stage of its evolution, guarantees a linkup between land and air and provides service especially to the vastness of the north. This type of vehicle combined with the land ambulance can give tertiary care facilities such as this rapid access to people in the province.

Efficient patient transfer methods are another area that we are looking at. Again, it has to be looked at. You ask, "Isn't that the last slide?" Actually, it's not. There are many other ways of transporting patients.

At the present time, a fair number of patients in this province are transported between hospitals by ambulances working alternate ways. This is not one of the ways. This, by the way, is used in Los Angeles to transport Saudia Arabian princesses and princes to their plastic surgeon. They can pay for it, so why not?

Mr. Robinson: Isn't that Larry's car?

Dr. Psutka: That's Larry's car. No, I didn't say that.

We have to know where the facilities are if we're going to get people there effectively and efficiently so that doctors can communicate with other doctors and the tertiary care facilities that are available in our teaching hospitals can be made accessible to everyone in the province.

The co-ordination of the doctors, the ambulances, and the pilots is another part of the dispatching system. If that is all in place, then basically we have a good system that can effect this type of efficient, safe transfer. Basically, we made almost 8,000 of these transfers last year using our dedicated air ambulance system.

This is an example of the flight paths of our air

ambulances, flying from the north into the south and vice versa. I think this can be explored at great depth and I don't have the time right now.

Standard medical record keeping is another part of the system that one has to be aware of. It is easy to say that everyone should co-operate. If you go into the hospitals of the province, you will find that very few hospitals use the same records. It is difficult to talk with a neurosurgeon down in Toronto if you're in Sioux Lookout and you don't use a standard vocabulary. We are looking now at standard sheets in the province, with the Glasgow coma scale, for example, that allows me to even talk with a neurosurgeon in Hong Kong.

The point is, you have to standardize your records, standardize your triaging, standardize everything if the system is to be meaningful. This is not taking place at the present time. To my knowledge, the only city in the province that uses the standardized record system is Hamilton, where the five emergency rooms use a standard record. In fact, that record system has been taken to the Ontario Hospital Association where the OHA is exploring its implementation across the province as a standard emergency room record.

On public information and education, again, I emphasize that the public has to be involved in the planning of these systems. They have to be aware of their problems, their health care needs and how to use the system. If they are not taught cardio-pulmonary resuscitation and first aid, especially in the school system, the system will not be as effective. One of the reasons Seattle has been very effective is the fact they have trained one in five of their citizens in how to use their system.

This is an example of our orientation sessions of our air ambulance program up north. It has been very effective in getting people to utilize the system. Whether it is done in a crowd or one to one, we as health care professionals have a responsibility to ensure that.

5:10 p.m.

This is a slide I alluded to earlier. One of the things I find as I go around the province is that there is a lot of motherhood out there. A lot of people will say, "Gee, if we had Johnny and Roy we would save all kinds of people." The first question I always ask when I go into a town is, "How many people did die on the street last year?" Nobody really seems to know. "How many victims died in your town from trauma? Do you have good care?" There is no way we can audit. The audit system would appear to be

based upon inquests, complaints and emergency departments.

This is an example of an audit that was done in Minneapolis, Minnesota. I would caution people when they review the American literature from 1973 to 1979 that all of the reports were in there to justify federal grant money so they are favourable. On the other hand, this report came out in 1980 and reflected the fact that, as of 1979, federal moneys have dried up in the United States and people are now starting to take objective looks at overall emergency and advanced life support systems.

In Minneapolis, 514 patients had cardiac arrests on the street over two years. Minneapolis has a population of close to one million people. They had 911 paramedics but they did not have citizen cardio-pulmonary resuscitation or categorized or rationalized emergency facilities. They had very poor medical control of their paramedics.

Of the 514, anyhow, 344 died on the street or in the emergency department; 170 went to the coronary care unit; 87 died in the coronary care unit; 83 survived and went on to the hospital ward; and another four died in hospital. Of those, 49 had full mental capacity and went back to their jobs; 34 went to nursing homes as they were mentally obtunded. Of the survivors, 15 per cent died in the first year and 50 per cent died in the second year, leaving an overall grand total of 22 survivors out of 514.

This does not mean the system was ineffective. They rationalized and went back, looked and asked, "What was wrong with this?" They found out they did not have citizen CPR, that there were probably more potential survivors in there. They also found out there was very poor aftercare. This may reflect the fact that one has to pay for health care in the US. It is very expensive to go to the doctor and also very expensive to get a triple vessel bypass, so people avoid that. Again, these are American numbers. The question is whether they have been repeated in the Canadian scene.

This is one example of a study done here in Ontario. It is the very first study ever done by an emergency care attendant who was very perplexed about the number of people dying in his ambulance and at the scene. He did a study and showed that people who had a cardiac arrest on the street had a much greater chance of surviving if he got to them in under six minutes.

He found that if people had cardiac arrests in his ambulance on the way to the hospital, they did better than those who had arrests on the

street. He also found that 30 per cent of all his victims vomited, and those who vomited did not do very well; in other words, he could not protect the airway. He also discovered that if two men were doing CPR the patient did better; in other words, there had to be enough manpower. The further he had to travel to get to hospital, the less chance of survival because he got tired. These were just certain things he proved in an Ontario situation, again pointing out some system components.

This is an example of an audit Orange county did on their trauma. By setting up this system, they have shown they were able to decrease the overall death injury rate. They eliminated trauma deaths under the age of 18. They found out that a lot more severely injured patients were surviving, and we will talk about this a bit later on. What we have here is definitive evidence that Orange county can save people in trauma.

Disaster linkage: Here we have an example of Mississauga. If we do not have a system, then the next time a Mississauga disaster happens, it may be more of a problem.

This is an example of a DC-9 crash. It went off well because the hospitals around Malton airport practise their response.

This is an example of a St. Joseph's Hospital fire where, because there had been practice in the community with good co-operation and good communications, many people were evacuated. This was all taken care of in a few hours and everybody was quite happy.

This is the Plaza II fire, another example of planning. The fact that only one person died, when there could have been a lot more casualties, reflects good care.

Here is a slide of the Orillia spill, which is an example of a problem that can happen anywhere in Ontario where railway tracks run. I think there was an explosion of a propane tank car in Winnipeg last night. This was an example of practice. You have to practise your response, otherwise your system will not work.

Finally, the last component of the system is mutual aid agreements. Police, fire and ambulance have to work in a tiered response to guarantee this. This is not always present in most of the communities in the province. Very briefly, I am saying that if you do not put the system together, you will just get people into the body bags faster. That is not what we want to do.

I do not know if you want me to go on at this point, Mr. Minister. Okay.

This is how we are going to put together a system in Ontario. What we have been doing is

going out to the various regions, through the health councils, and getting people to talk. We are looking at population needs. These are examples of population graphs, showing how many people live within a certain range of a city. For example, over 500,000 people live within helicopter range of Sudbury. Therefore, it would seem apparent that Sudbury could form an excellent centre for trauma care, for example, or other tertiary care.

We have, however, analyzed city populations because I think there is a certain limit to the type of cities that can handle paramedics. This is an example of the types of population. You will see very quickly that there are an awful lot of people living in cities with populations under 100,000. According to this statistic, 830,000 live in the north.

We have a lot of this in the province, which makes it very difficult to provide advanced life support, when we are talking of running against the clock. On the other hand, there are also possible traffic and accessibility problems with high population densities.

So how are we going to handle some of these problems, such as heart attack? This is the buzzword. A lot of people have coronaries, and when they do, how are we going to save their lives? We know this is the leading cause of death. Two thirds of the people die before they get to hospital; 8,000 people died in Ontario in 1978 of heart attacks outside of hospital. I do not have anything more current than that as far as numbers go.

We also know we have to have a system. If we do not, we are going to have problems. Only since 1968, has there been a documented decrease in morbidity, mortality, despite coronary care units and things like that. We do not know whether it is better health living, lack of smoking, intensive care units, triple vessel bypasses or whatever that is reducing morbidity.

We do, however, get a lot of literature and we also get a lot of press that says if we take Seattle numbers and multiply them by populations, such as here in Toronto, 26, 28 or 30 times, comes out to about 500 people we could save every year if we had Johnny and Roy or if we had Seattle. The point is, can you really do that?

This graph, I think, isolates the problem by plotting death versus time. Looking at this curve, if somebody in this room drops right now and if nobody does anything, that person has approximately four minutes before he starts to go to meet his maker.

If we start to interfere during the first four

minutes by doing CPR, then we will delay that trip to your maker. If we can then provide advanced life support within 10 minutes, we might be able to impact and save your life. On the other hand, somebody has to remember to phone to get help, otherwise nothing will happen and we will just sit here and watch you turn black.

In Seattle they have accomplished this nicely by setting up a very tightly run system. In Seattle they guarantee a professional basic cardiac life support response under four minutes. Their fire engines in the city, on the average, can get to the scene of the problem within 2.6 minutes, their aid units in 3.8 and their paramedics in 5.3 minutes. This is why Seattle has the very best numbers in the US. That is the kind of system that one should try to duplicate if one wants to duplicate Seattle numbers.

This is an example of the cardiac arrests and the survivals in British Columbia. The paramedics in British Columbia have been operating in Vancouver and Victoria for a few years now. If you look at this slide, you will note that if you have somebody in the room or at the scene very quickly, your chances of surviving are a hell of a lot better than if you wait 15 minutes. In other words, something has to happen in the first 10 minutes and you should also have somebody doing CPR. If you do not do cardio-pulmonary resuscitation, you will find the survival drops off remarkably and you are looking at 10 minutes again.

Finally, if a bystander responds here, you will find the survival rate is 40 per cent as compared to 23 per cent with no CPR.

What we are saying as we go around the province is if you are going to attack cardiac care on the streets, your system must provide professional basic life support in under four minutes and advanced life support on the scene in under eight minutes. To do that, you need a base hospital that is open 24 hours a day, staffed by emergency physicians, so they can delegate the medical acts.

5:20 p.m.

You also need a very dedicated community. They must be committed, there must be training of citizens in CPR, and there has to be a centrally co-ordinated network, including 911, to ensure rapid response.

Trauma, on the other hand, is another problem we feel has a high payoff; it is the biggest killer under age 40. There are a lot of dollars spent—these are American numbers—and it points out one can create numbers any way you

want, including the estimate of 22 million bed-days lost treating accident victims. I would suggest that a large number of bed-days are lost in the province treating accident victims.

This is an Orange county study. I do not know if you can see it all that well. Orange county did not have a system so they analyzed themselves versus the system, which was San Francisco. They took 100 autopsies. If you look at the very top column, they compared San Francisco's 100 deaths. They had four teams of reviewers look at the deaths. They found that nobody in San Francisco could have been salvaged. However, in Orange county, they found that 73 per cent of the people who died in the 100 autopsies they took were salvageable if they had applied current medical treatment.

Orange county then put their system in place, audited it again after one year and found it was only 71 per cent now—they had started to decrease although they had not really got their system going. However, their latest audit shows that only 12 per cent of their deaths are now preventable so their system is now starting to stabilize. That is the kind of audit one can do.

Here in Toronto, Sunnybrook Hospital has done a study. They compared the autopsies of people dying at Sunnybrook versus the autopsies of people dying in other hospitals around the province. They scored the deaths by assigning scores for various injuries. If you have a ruptured spleen, it is five points; if you have broken your leg, it is six points. Anyway, they said that if you want to die, you should go to a hospital other than Sunnybrook because you would have to have more injuries to die at Sunnybrook than at the other hospitals. In other words, people dying at Sunnybrook are a hell of a lot more sick. It is a hell of a way to prove a point, but I guess it does prove a point.

This slide, I think, is of interest to those people who are interested in economics because there is a payoff in trauma. If you look at the yellow line, that is the survival curve for people in 1900. This is taken from Dr. Fries' work that appeared in the New England Journal of Medicine.

What he said was that on the average people lived to be 40 to 45 years of age in 1900. Now, due to vaccines, public health, penicillin and things like that, males are living to be 71 and females are living to be 74. On the other hand, he projects that we can only really live to be age 90 or 95 at most because most people will tell you the body is worn out at that point and it is not a good place to live in any more.

To move people from 74 to 90 is the light blue

curve. That is chronic care and that is going to cost a lot of money. On the other hand, trauma cuts right across the top and kills most people under age 40 who are in their productive years. We feel if we can impact on trauma, that is where there are cost savings and where there is a fairly large payoff. That is why the thrust of the emergency health system in the next year or two will be to set up a trauma care system in the province as the beginning of our overall emergency health system.

The reason, too, is that trauma cases have a standard theme. People ignore the trauma situation and then there is inadequate therapy. In order to correct that, physicians and people in the system have to treat before a diagnosis. That is alien to the way people are taught in medical schools, and therefore we have to have a change in the physicians' and nurses' mindsets in the province.

We have to set up systems. In other words, hospitals have to be categorized and work within an overall region in order to ensure people get to the right hospital at the right time. We are proposing a tiered system in Ontario. Ontario should have three types of systems: one for the remote area, one for urban and suburban, and one for metropolitan. We feel we have to be objective and state that if you are up moose hunting in the country and have angina and have a coronary—let's be honest about it—it is not the place to be. Your chances of surviving your heart attack up in the bush or in a remote area are going to be a lot less than if you were in a city. Also, your trauma survival will be a lot less out in the country, and we have to be realistic about that.

On the other hand, we feel the system up there has to be well manned, with our standard ambulance and basic life support people. We are upgrading all of our ambulance attendants to level I emergency medical care assistant as we work our way through. We have very good grandfathered ambulance attendants out there who have been in the system for many years and we are upgrading their first-aid ability. Our volunteers and first responders across the province have been trained to provide optimum basis life support.

As I said earlier, we now have over 1,400 at the EMCA I level. These are our basic ambulance attendants. They come out of a one-year college course and have a very good background and training. They function as our current ambulance driver attendants. They do basic cardiac life support and basic trauma life

support, but they do not need a doctor to supervise them to do this. They are not doing delegated medical acts.

They are the people who will usually come, at the present time in the system, and take care of you. Once you're into the system, they take care of you whether it's by land or boat and hopefully get you into the more sophisticated, high-technology transport modes that are available for rural models. We get you into the system where we will take care of you with the very best we can offer. That's the type of system we're offering in basic areas.

We feel that urban and suburban areas can either stay with what they have—again, if the community doesn't care, if they're not committed to looking at their needs, then basically they are happy with the basic ambulance system. On the other hand, we feel that a large number of these communities may want to expand into a trauma-type, advanced life-support system. In fact, if they are very committed, they may even move into a trauma and cardiac-oriented paramedic life-support system.

EMCA IIs are the very first level of paramedics we will be training. Our first class will start in the spring. We propose that they will be anywhere from six to eight weeks in length. These people will be able to do a certain limited number of delegated acts that are to be used in the stabilization of critically injured trauma victims. They will be able to start intravenouses and apply mass antishock trousers. They will be able to intubate and administer Entonox, a pain-relieving gas which is the beginning of analgesia, on the street.

This is the beginning of hospitals extending themselves through delegated medical acts, through paramedics out to the scene. In other words, up until now the hospitals, through trained staff, have been unable to impact at the scene. However, with paramedics on the scene of trauma, as I said, IVs can be started. Here is a co-ordinated trauma response with everybody working together, all the 15 components pulling here, and we have, as I said, the assessment at the scene to determine just what are the needs of this patient and where in the region that has now been categorized does this patient have to go.

Here is an example of a female paramedic intubating at the scene, a very difficult task to perform, but a very life-saving modality.

This is an example of Entonox. At the present time, Entonox is available in a few communities in the province. If you break your leg, you will

have something to kill the pain on your way to the hospital.

On the other hand, if they are going to have these, communities have to really take a good look at themselves. They need central dispatching because they must have the radio to delegate medical acts. They need a doctor in the hospital so that he can talk and delegate the act on the radio. They need to have police, fire and ambulances working together at the scene. If they don't have that, then they are not going to have much luck with their system.

We have about six population centres in the province of over 300,000. We feel they want to do more than just trauma and will probably want to also impact on cardiac care. We feel there may be upwards of 30 other communities, if they get their act together, that could probably impact also on cardiac care.

They will want EMCA IIIs. These are the most advanced level of paramedic. They are going to take another 30 weeks to train—not 30 on top of the six I was talking about, but 30 after EMCA I. They will be doing very sophisticated medical acts. They will be able to treat not only trauma but cardiac emergencies. They will be intubating, defibrillating and giving drugs and monitoring heart arrhythmias. They will be working with the most sophisticated equipment and they will, of course, have to have extreme medical control to ensure that what is taking place is being done according to Hoyle.

Here's an example of the Seattle EMCAs or paramedics at work. There is one man on the radio in the background, one man doing CPR and the other man, whom you can't see on the far right, breathing through a resuscitator, and there is another gentleman preparing drugs. In other words, there are at least four people coping with the situation at the scene. If you can't put that together, then you are not going to save any lives.

Here's an example of a paramedic talking on the radio on the way to the hospital. This is another example of communications. I'm very much in favour of extremely strong communications and strong medical control. Otherwise, the systems are not effective.

In summary, what we are saying is that if you want to have Johnny and Roy or EMCA IIIs, then you need the following things in your communities: adequate citizen CPR training—if you want to duplicate Seattle, at least one in five of the people has to know what to do; shorten the response time, 911 to guarantee a central co-ordinated dispatch of ambulance,

fire and police; tiered response to ensure a four-minute professional basic cardiac life-support response and an eight-minute advance cardiac life-support response.

There should be central bed booking and inventory. For example, here in Toronto with 20 hospitals or so, you should know where the beds are because now you are able to move the patient throughout the system prior to going to the nearest hospital. You do not have to go to the nearest hospital; you can go to the appropriate hospital.

There need to be 24-hour physicians in 24-hour based hospitals to delegate these acts, and the whole system has to be categorized and rationalized to get the people to where they should be. If you have that, then you have a system and it will stop there.

I think I have set a world's record of 165—

Mr. Piché: You missed on a very important point, the cancellation of the Challenger jet. That would have really helped—

The Vice-Chairman: Order. Thank you, doctor. 5:30 p.m.

Mr. Wildman: I have some specific questions which relate to this. Can you tell me how many EMCAs you have now?

Dr. Psutka: About 1,400, with 200, we think, coming out of the last exams held last week.

Mr. Wildman: You said there are 1,400 in the province. How many of them are involved with the provincial air ambulance service?

Dr. Psutka: EMCAs? I would be guessing. I can't answer that without dealing with exact numbers. We have approximately 300 ambulance attendants in the Ministry of Health operating services.

Mr. Wildman: I am talking specifically in the air ambulance services.

Dr. Psutka: In the air ambulances there are five EMCA IIIs working on Bandage I and at the present time, there are about four EMCAs per vehicle on the other four craft.

Ms. Coppins: Are they operating EMCA IIIs?

Dr. Psutka: No. They are EMCA I air escorts. We are upgrading the dedicated northern air ambulance to EMCA II. They will be in the first class starting this spring.

Mr. Wildman: If you are transferring a cardiac patient from Sault Ste. Marie to Toronto by air, at present is it necessary for that patient to be accompanied by a registered nurse?

Dr. Psutka: Patient care responsibility rests

with the transferring physician. The transferring physician has the obligation to decide what type of transportation a patient should have, and that includes whether he wants to send a nurse. In that case, the nurse is the delegate of the physician and also of the sending hospital. The physician himself may opt to go or he may decide that the EMCA I air escorts are adequate for the patient's needs. That's his decision and his responsibility. That has been well established and documented in the Ontario Hospital Association and in the Ontario Medical Association patient transfer guidelines which have been circulated across the province.

Mr. Wildman: I understand that. Can you tell me, is it usual for cardiac patients who are being transferred from hospitals in the north, for instance, to hospitals elsewhere to be unaccompanied by a nurse?

Dr. Psutka: No. It is not usual to be unaccompanied at this time.

Mr. Piché: Maybe it used to be at one time, but not any more.

Dr. Psutka: At the present time, if it is a code four or a code three, meaning an extremely urgent problem, then nurses are sent.

Mr. Wildman: Can you tell me what provision is made for transporting those nurses back to the north?

Dr. Psutka: At the present time, we feel it is our obligation to get those nurses back to the north.

Mr. Wildman: To the community they came from?

Dr. Psutka: Yes. We are not saying that we will take them back on the same plane they came down on because that plane, if it is a dedicated ambulance, may be off on another run. But we will get them back, whether it be by charter and/or a commercial flight.

Mr. Wildman: Who pays for that?

Dr. Psutka: We do.

Mr. Wildman: Can you explain to me why Diane Boufford of one of the hospitals in Sault Ste. Marie ended up being dropped off in Gore Bay? She was returning from having transported a patient from Toronto and was informed when she left that she would be returned to Sault Ste. Marie and yet ended up in Gore Bay. I understand that is something like 140 miles from Sault Ste. Marie, and she had to hire a taxi to get home.

I have written to the associate deputy minister on this. I haven't received an answer.

Dr. Psutka: You haven't yet?

Mr. Wildman: No.

Dr. Psutka: I will definitely have that available.

Mr. Wildman: I understand Miss Boufford wrote to the associate deputy in July, and she has not received an answer either.

Dr. Psutka: I think what you are pointing out here is that on occasion there have been some difficulties in moving people around. This is one of the reasons why in our one-year survey of our northern air ambulance we have established the fact that the upgrading of the attendants to paramedic level would eliminate most of this problem.

Mr. Wildman: That would be very nice, but in the meantime, if we have physicians who wish to have their patients accompanied, it would be much easier to find registered nurses who are willing to volunteer to do this if they knew they wouldn't end up in locations many miles from their homes when they're trying to get back.

Hon. Mr. Grossman: We agree. You have drawn one case to our attention, and we will see what that requires.

Mr. Wildman: I think Miss Boufford deserves a response to the letter she wrote in July as to why she ended up in Gore Bay.

Dr. Psutka: One must also explore the fact that there are two ways nurses get on airplanes. One, they are sent by the hospital. If so, then the hospital has taken responsibility for the nurse. Therefore, they are delegating that nurse. They are responsible for her wellbeing. They should provide her with travel money, expense money, etc. That is all picked up through another part of the ministry, not through emergency health services.

On the other hand, if that nurse is being sent because we are unable to provide an attendant, then we are responsible totally. I would have to explore Miss Boufford's problem, but no matter what, she should be reimbursed. We will check into that for you.

Mr. Wildman: I don't think her concern was the expense. It was the inconvenience.

Dr. Psutka: We'll find out about it.

Mr. Robinson: On a supplementary, approximately how many of those nurse-escorted trips would there be from northern Ontario on a given day?

Dr. Psutka: From northern Ontario? Last

year we transported in the overall air ambulance system approximately 7,400 people. That's with chartered, dedicated and commercial. About 300 of those were here in the south, Bandage I; the rest would be in the north. I think it would be a 50-50 breakdown on nurse and ambulance attendant care.

Mr. Robinson: So what you're saying is that there might be 3,000 cases of having outside personnel riding escort?

Dr. Psutka: It's not unusual to have nurses in ambulances, by the way. There are over 600,000 ambulance trips a year and probably 200,000 to 300,000 interhospital transportations take place. A large number of those would have nurses in attendance.

Mr. Robinson: How many times have you left personnel stranded, to the best of your knowledge?

Dr. Psutka: Not that often. We generate about one complaint per 8,000 transfers and they're not all nursing problems. In other words, I would suggest since I have been in my office I have heard of three complaints of nurses being stranded that got to my level.

Mr. Wildman: Have you heard of this one?

Dr. Psutka: I can't comment on the name, but I have heard of a similar one in the last few months. I would have to check to see if that's the one.

Mr. Wildman: I would like to know why she hasn't been answered.

Dr. Psutka: It's an isolated case.

Mr. Wildman: I think that deserves an explanation as to why she hasn't received a response to a letter she wrote in July.

Hon. Mr. Grossman: You'll have it tomorrow.

Mr. Wildman: The other point is that apparently this happened because there was another emergency and the aircraft that she was to return on had to go to Gore Bay. It would have been much better to leave her in Toronto and arrange for an Air Canada or Nordair flight. I won't prolong that.

5:40 p.m.

Mr. R. F. Johnston: We vote in five minutes, Mr. Chairman.

The Vice-Chairman: It's a five-minute bell, so as soon as we hear the bell, we'll adjourn the committee.

Mr. Wildman: Can you tell me how many heliports you have in the Sudbury region on your slide map up there?

Dr. Psutka: We are in the midst of building helipads across the province.

Mr. Wildman: You were pointing to Sudbury as your centre and you had said there were 500,000 people within the radius. I was wondering how many heliports you have serving those and how many you have planned.

Dr. Psutka: This is from a table in our recently published report. These are constructed heliports, and I will read them off. The ones constructed in the north at present are in Dryden, Ignace, Killarney, Manitouwadge, Mindemoya, Sudbury, Terrace Bay and Wawa. In the planning stage—and we hope they will be implemented as soon as we are able, either now or in the spring once the freeze is over—are Atikokan, Blind River, Burk's Falls, Elliot Lake, Englehart, Espanola, Geraldton, Hearst, Iroquois Falls, Kenora, Little Current, Marathon, Matheson, Mattawa, New Liskeard, Nipigon, Parry Sound, Sault Ste. Marie, Smooth Rock Falls, Sturgeon Falls, Thessalon and Thunder Bay. Some of those are through the Thunder Bay helicopter program.

Ms. Copps: What about Timmins?

Dr. Psutka: Timmins is serviced through their airport and also through the jet.

Mr. Wildman: That's what I wanted to hear. I wanted to hear Sault Ste. Marie, Blind River, Elliot Lake and Thessalon.

Hon. Mr. Grossman: You're welcome.

Mr. Wildman: I have one other short question. What role do the proposals for telehealth or telemedicine between small hospitals and larger hospitals play as it relates to the emergency response of small hospitals which may not have the personnel or specialists in dealing with complex cases of trauma?

Dr. Psutka: There are two ways. We were talking about the linkup of hospitals. One of the things I didn't show you on the slides is that in these regional, centrally dispatched ambulance systems all hospitals will be linked together. For example, in the Sault Ste. Marie area, the minister opened up the northeastern Ontario regional strategy system which services the Sault region and about 200,000 square miles. This means the hospitals in that area are now able to communicate.

If the Sault hospitals wish, they could now become the leaders and develop that region. They could become a base hospital and provide, for example, backup consultation through that system to the ambulances, to the emergency

rooms and to the hospitals on a 24-hour basis. That's already there. That is voice contact. There is also still the telephone system.

On the other hand, this could allow one Sault hospital to be the base hospital if the physician was there. They could now train the ambulance attendants in all of the smaller areas to be paramedics at the trauma level. They could delegate acts in the whole region, as long as that was agreed to regionally. They could set up the system. That's in place now.

There are many aspects of telehealth, whether it's just communications by telephone or continuing medical education or doctors talking to doctors by television. That has a lot of emotional grab to it, but technically speaking may not be all that appropriate. I see telehealth as having a very strong role in the ongoing education of people. In other words, how do we use this system?

Let's take, for example, how we approach a burn victim. That could be available for the whole region. In fact, that's going on now. There are educational programs going on that are taking place here in Toronto that are being offered through a linkup in certain northern communities. That whole system is now being developed. The northern health councils are exploring all of these and are reporting back to the minister on their initiatives in this area.

The Vice-Chairman: The division bells are going to start any second. This might be an appropriate place to adjourn.

Mr. R. F. Johnston: I have a comment before we do, if I might. I was very impressed with the presentation. I have a number of questions I would love to ask, but there was one thing that concerned me in your slide show which I would like you to change. As somebody who has been on the family violence committee, I think your cartoon of the cave man is an inappropriate cartoon and should be taken out and substituted with something else.

Mr. Robinson: We also note that during the public demonstration on cardio-pulmonary resuscitation there was someone wearing a Liberal T-shirt. We would like to have that removed as well.

Interjection.

Mr. Wildman: Maybe the Liberal Party is suffering cardiac arrest.

Ms. Copps: Since we haven't had a chance to get more information, I am wondering if Dr. Psutka could come back tomorrow. I still have a number of questions I would like to ask.

The Vice-Chairman: I was just going to put that question. We have two more questioners on this area. Would that be possible, Dr. Psutka? Very well. The committee will sit again tomorrow following routine proceedings. The first questioner will be Mr. Johnston and the second questioner will be Ms. Copps. Until then, the committee stands adjourned.

The committee adjourned at 5:46 p.m.

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From the Ministry of Health:

Dyer, Dr. A. E., Associate Deputy Minister, Institutional Health Services

LeBlanc, Dr. A. E., Director, Policy Analysis and Research Branch

Psutka, Dr. D., Executive Co-ordinator, Emergency Health Services Group

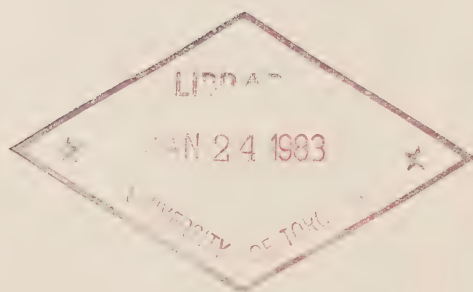


No. S-25

Legislature of Ontario Debates

Official Report (Hansard)

Standing Committee on Social Development
Estimates, Ministry of Health



Second Session, Thirty-Second Parliament
Wednesday, December 15, 1982

Speaker: Honourable John M. Turner
Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Wednesday, December 15, 1982

The committee met at 3:34 p.m. in committee room 2.

ESTIMATES, MINISTRY OF HEALTH (continued)

On vote 3302, institutional health program; item 2, emergency health services:

Mr. Chairman: I see a quorum. I am calling the committee to order.

We adjourned on the second item of vote 3302, emergency health services. We still have representatives here today to answer questions committee members may have. I see Mr. Johnston and Ms. Copps on the list.

Perhaps we could conclude this, and then go back to accommodate another member today, Ms. Bryden in particular, to look at the fourth vote. She will not be able to be here next week, so if I could first have your co-operation in allowing that, then we will go back to the first vote.

Mr. R. F. Johnston: I am not sure what my whip wants me to do, but I would like to go back to the House. I do have one research question I would like to ask, and it would be very useful if I could slip it in at the tail end of the emergency health services vote.

Mr. Chairman: Why don't we just finish off the emergency health services?

Mr. R. F. Johnston: Here we are, the man with the slide show. One of the things that struck me in the presentation—which, as I said at the very last minute yesterday, I really found quite instructive and very helpful—was that I didn't have much of a notion of a timetable for trying to achieve goals for the various population sizes and geographical areas. I wondered if you could speak to that a little bit, as to how you see it developing and what sort of timetable you have.

In response to a question from the member for Algoma (Mr. Wildman) you did mention the helicopter pads that you are expecting, and so on. Maybe you could give us an idea in more global terms of how you see it being phased in.

Hon. Mr. Grossman: I'll ask Dr. Psutka to deal with the problems. For example, as you will recall from the slide presentation some of these deal with the need to know that a community is

going to be committed to it before we put in some of the hardware needed to sustain it. As Dennis reports to us on the progress in a community, we can begin to budget dollars for it.

Obviously, there is a dollar pressure on all this, and I can't pretend that money isn't part of it. Dr. Psutka will take you through the state of the art, just where we're at. As he will describe, we are taking steps to get citizen involvement. We're never sure how quickly that will go, but as we see how well the program we're setting up works, we'll be able to assess that.

Perhaps Dennis will take you through what we're doing in citizen cardio-pulmonary resuscitation training.

Dr. Psutka: If you start at the top with citizen CPR training and information, the Ontario Heart Foundation has been in the business of training people in CPR and BCLS, or basic cardiac life support, since 1977. There are now about 100,000 people who are certified in the province.

In Metro Toronto, there is Metro Save-a-Life. Many of the communities across the province are now setting up regional programs, such as Heart Niagara and Heart Save London, this type of thing. The Kitchener-Waterloo area also has something going.

In other words, they pool their resources in the community and, going through a community college or something along that line, set up a central resource for training. I guess the next problem, then, is to get people to go. Volunteering is waning in the province. The initial thrust of people doing it free has gone by the boards, and now people are saying, "If I have to pay, I'll think about it."

At the ministry, we have decided that we should set an example, not only in the ministry, but across government. One has to organize buildings and large population groups. For example, the plazas or big buildings like the Toronto-Dominion Centre should be organized because they're almost cities unto themselves at this time of the day.

What we're doing is setting up a program to train people in government so that buildings would be organized to respond in a mini-system.

There would be a certain number of people on a floor who would have some degree of first aid and heart-save capability, and this would reflect the overall regional system.

If someone here at the Ministry of Health or in government had a problem, there would be a response that would give us something to work on, when the system was able to get there. That's taking place, and it's going to take some time to get enough people out there.

In Seattle—

Mr. R. F. Johnston: What were the figures that you felt were optimal, or that they had?

Dr. Psutka: When I was in Seattle, I was talking with the people in charge of the program, and they say they have exposed one in five of their citizens to the program. They have not trained their citizens in basic cardiac life support.

There are various standards of training, and the one everyone talks about is cardio-pulmonary resuscitation training, or basic cardiac life support. It takes about two days and anywhere upwards of 16 hours of time to be proficient. This is a level we feel that first responders should be at—in other words, policemen, firemen, ambulance attendants, industrial health people, nurses, doctors, professionals like these.

3:40 p.m.

For everyone to get to that level would be, first of all, impossible and probably too costly. There are other levels, such as "heart saver." This is a modified four-hour program which exposes people to the problems of heart disease. I guess that what we're trying to do there is to tell people early on: "Don't get the disease. You should try to modify your living to avoid the problem, because the problem is major when you get it."

The program includes how to recognize the symptoms, because there are delays in entering the system. We spend hours debating response times—in other words, four minutes, six minutes, 10 minutes—then you analyse the situation.

The latest statistics I saw were those concerning the amount of delay time after the onset of pain before the doctor or ambulance was called. For females, there was a six-hour delay, and for males, a seven-hour delay. In other words, there is a denial. You wait until you're going down the drain and then wonder why the ambulance doesn't get there in six minutes.

We are trying to get people to enter the system sooner, and we hope to go on from that point to enable them to do something. For example, what's the emergency number in your

town? It's nice when you have 911 because you can remember that, but it's not all over the province.

Mr. R. F. Johnston: How many places now have 911?

Dr. Psutka: It's in Toronto, Hamilton, Kitchener, Windsor and London. I was in Ottawa recently; the city fathers and the regional government there are looking at it. In Sudbury they're also looking at it again. They find that it's an expensive option.

Again, it depends on whom you talk to. Which options do you put into your system? It can be had for a reasonable cost. I think it's very important.

We teach the people what to do in a cardiac arrest situation, to clear the airway and put some compressions on the chest. We don't maintain that they are as good as the people who took the 16-hour course.

It's interesting. Seattle does it free of charge. It's offered to the fire department. It is a tax base in the municipal tax base, and the fire department has taken it on as a public relations role. The firefighters are brought in, and they are not trained to American Heart Foundation standards. They are trained to Seattle standards. It works very well.

Of interest, too, is that Seattle put its program together without any federal funds. It was strictly a Seattle municipal thrust, and they did it on their own.

Mr. R. F. Johnston: What's the situation here? Is provincial money going into any of this?

Dr. Psutka: Provincial money is not going to the Ontario Heart Foundation per se for CPR training. On the other hand, the government's commitment will be that the employees will be trained on government time.

Ms. Copps: You do have voluntary programs. For example, there is a program in Hamilton that is being done by volunteers. Do they get any government funds?

Dr. Psutka: No. The volunteers, by the way, are also charging for their time now.

Ms. Copps: I think they've been forced into that position.

Dr. Psutka: It's an expensive program to put on. The mannequins are running approximately \$1,500 to \$1,600 each. A roll of paper is up to \$5 or \$6. You have to repair these things. The course materials are now provided by the Ontario Heart Foundation on a cost-recovery basis.

That's basically how they fund some of their work.

The Ontario Heart Foundation, of course, is an organization set up to obtain funds for research and things like that. The CPR program was sort of tacked on to the end. Most of the funds still go to research rather than to CPR.

Mr. Wildman: Are any funds coming through the Ministry of Colleges and Universities when a community college is involved?

Dr. Psutka: I can't answer that question. Can anyone else?

Interjection: What was that?

Dr. Psutka: Does the Ministry of Colleges and Universities provide funding for CPR when it's offered, say, through Mohawk College or somewhere?

Interjection: No, I don't think so.

Dr. Psutka: I know that Mohawk, for example, does have a curriculum and most of the community colleges do, but I would imagine that they are cost-recovery based.

Mr. R. F. Johnston: To come back to the first question about the timetable and the length of time involved, the theory behind your tiered approach and the need for community involvement, etc., is that you have to have this basic citizen preparedness in the system.

Dr. Psutka: Let's go a little further in answering your question. We are just talking about one component there. Obviously the citizens are extremely important. Besides knowing what to do, they should know about the system, and so on.

I think that has to start, and we are starting it. It has to be encouraged because, as a community gets closer to having a critical mass, the system will be effective.

You have to look at the next level, though, which is the tiered response of police, fire and ambulance. At present, the ambulance service people have all been certified in basic cardiac life support. However, as you go around the province, you will find that it varies with the cities.

In some cities, police and fire have no BCLS training. In others, it might be the police department or the fire department, or they might both be in the midst of doing that. As far as this goes, I think it has to be encouraged.

Then you have to have them dispatched through an appropriate dispatch system. In other words, it's nice to have them trained, but do they go to the scene?

It was interesting in Hamilton when 911 came in a few years ago. The original thrust was that 911 would dispatch the ambulance people for medical things, the fire people for fire things, the police for crime, and so on.

Prior to that, the fire department had been responding to citizen collapses with their inhalator squads. As soon as 911 came in, the inhalator squad calls fell almost immediately, and the ambulance response time was never equal to the fire department time.

The fire departments in the province have a much better response time than ambulances, and that is probably in the way they have been set up. The ambulances are positioned in one way and the fire departments are positioned somewhere else.

To make a long story short, after communication, there is now a tiered response in Hamilton. The police are not going that much, but the fire and the ambulance service are responding through the 911 dispatcher. They now have a very good response time. That has been proven very valid. That experience is not common, however. It is just starting to happen.

As I truck around the province, I give the slide show which I gave here. I don't usually give it that fast, mind you, but we take the time to get the people in the room and set up the negotiation.

To get the people in the room to start talking about common problems, one of the thrusts the ministry has come up with is charging the health councils with looking at setting up the voluntary health service committees in the various regions. Then I guess the next thing is: does a community have a 24-hour emergency department, open 24 hours, to handle the delegation of medical acts? Do they have 24-hour emergency-response physicians, or physicians who are in the department? That is not always present.

Mr. R. F. Johnston: Sorry to interrupt, but do you have a profile of the province by community, in terms of their preparedness, their training of police, fire and ambulance services, and their 24-hour capacity? Is there something like that that could be tabled?

Dr. Psutka: We are just developing that. As far as the hospital profile goes, there is a survey that will be going out in the new year. We had a workshop in the fall, another one of our initiatives to get people in the room to talk about it.

The federal government has come up with a comprehensive set of guidelines for hospital categorization. We brought them in to discuss that, to see if we can apply it in the province. I think we could very quickly come up with the

police-fire capability. I am not too alarmed about that.

Again, it is a matter of whether people are all pulling in the same direction. I think we are all going in the same direction, but everyone is pulling different ropes right now, as far as that goes.

Mr. R. F. Johnston: No one has any particular authority over the others, either.

Dr. Psutka: Well, there is obviously the Solicitor General and the Attorney General. Then there is the Minister of Health. We are certainly getting much better communication at this level to ensure co-operation, especially in disaster planning. That has proved to be a very effective tool to get people co-operating.

Also, I guess we feel strongly that, considering the state of the art, the impetus for the first year or so will be in trauma, because to organize for trauma is not as difficult. You are talking about only six delegated medical acts to be performed on the street, versus, say, 23.

For a paramedic to go on the street and start an intravenous, for example, is a delegated medical act. The College of Physicians and Surgeons of Ontario has delegated a specific number of acts that can be performed by trained personnel under the direct supervision of a physician. Direct supervision on the street means radio control.

Ms. Copps: Under direct supervision?

Dr. Psutka: Yes.

Ms. Copps: How many delegated acts are required for EMCA III?

Dr. Psutka: About 20 to 21. That would be for such things as intubation of the trachea, putting a tube down your throat to enable you to breathe; starting an intravenous, and not only starting it but starting it in a central vein, rather than by trying to find a vein in the back of the hand.

3:50 p.m.

Ms. Copps: Intravenous and intubation are all under emergency medical care attendant IIIs are they?

Dr. Psutka: Yes.

Ms. Copps: They are among the six delegated medical acts that are—

Dr. Psutka: There are six and then there would be another, say, 15 approximately.

Again, the exact numbers would vary with how many drugs you allow them to give and things like that. Once you get into the EMCA III, you are talking of the administration of

drugs such as bicarbonate or adrenalin and things like this; defibrillation so you have to recognize cardiac arrhythmias; interpretation of electrocardiograms—

Ms. Copps: Would the delegated medical acts be approved through the college?

Dr. Psutka: Yes.

Ms. Copps: Have they approved the delegated medical acts for EMCA III?

Dr. Psutka: Yes.

Ms. Copps: Then, why are we not going ahead with EMCA III?

Dr. Psutka: We are not going ahead with EMCA III right now because if you did an analysis of all the systems of the province, you would find that no community is ready.

Ms. Copps: You do not seem to have a time frame.

Dr. Psutka: My time frame would be that we would see EMCA IIIs coming on the scene within a year to 18 months. There are EMCA IIIs now on the helicopter, but they are really a very narrow band EMCA III, working on critical care patients. They are being transported in a stabilized state from hospital to hospital. They are not going out on a primary response.

Ms. Copps: I think you said yesterday that they were not working as EMCA IIIs, that you are training them.

Dr. Psutka: No, they are working as EMCA IIIs, but on only one helicopter; Bandage 1. The other four—

Ms. Copps: I guess you misunderstood my question yesterday, because I asked you if they were working as EMCA IIIs and you said no.

Dr. Psutka: I am sorry. I think I may be corrected, but when you asked the question I said that Bandage 1 was EMCA III, but Bandages 2 to 5 are EMCA I air escorts, and they are not paramedics.

Ms. Copps: So why wouldn't all air escorts be operating on an EMCA III level?

Dr. Psutka: They will be upgraded.

Ms. Copps: But you have at least 200 people who are trained in Ontario for EMCA III now, do you not?

Dr. Psutka: No.

Ms. Copps: How many do you have trained at the moment?

Dr. Psutka: Five.

There are 1,400 EMCA Is; there are no EMCA IIIs in existence, and there are five

EMCA IIIs. They are not even EMCA IIIs, they are atypical nurse IIs, because the EMCA III curriculum has not been established yet.

Mr. Chairman: Mr. Johnston is next, Ms. Copps.

Mr. R. F. Johnston: Let me just ask two things. I should like to get a clear idea of the timetable on this.

One of the clear things on this is that there has to be an awful lot of co-ordination between a number of ministry people, and co-ordination of responsibilities at the police level and local hospitals and that kind of thing, and then with your own ministry people.

What is happening at cabinet? It seems to me this might be the kind of thing where you really need to have someone in charge of setting up some kind of a timetable and target the communities that it wants to go after. Is there anything like that happening?

Hon. Mr. Grossman: Dr. Psutka is really having no problem. He has had a great deal of support from all of the other ministries. That is not a problem.

Mr. Wildman: Is the Ministry of Health the lead ministry, or is the Solicitor General's ministry the lead one in terms of emergency response?

Hon. Mr. Grossman: In terms of emergency health services, we are the lead ministry.

Mr. Wildman: What I am really asking is, how does it relate? The Solicitor General is the lead ministry when it comes to something like the Mississauga accident. What you are talking about is related. There may be people injured in that kind of a situation. I was really asking how the two relate.

Hon. Mr. Grossman: I am sorry. For emergencies there is a committee chaired by the Solicitor General. It has five or six ministries, and we review whenever we meet, which is half a dozen times or so per year on various issues. The ministers deal with policy issues. The committee has been hardened up since the Mississauga situation.

Mr. R. F. Johnston: You do not see any need for a lead ministry kind of style approach on trying to make sure that when the municipalities get your profile, that the police and firefighters are receiving this kind of training?

Hon. Mr. Grossman: I understand cabinet has agreed to the kinds of concepts we are talking about. As we work through the district health council emergency health committees,

to identify police forces, fire departments and so on and any particular problems that the district health council method cannot work out, then we will take them to the appropriate ministry.

Mr. R. F. Johnston: Once you get profiles, I am sure members of the committee would appreciate seeing what the profile for the province is, in terms of the present capacity.

Hon. Mr. Grossman: I hope to make that public, because I think some of the resistance that fire departments and some police departments have to getting into something a little different, and some of the turf-guarding that goes on there, would fall immediately if the public understood what was going on. That is what we want to do.

Mr. R. F. Johnston: That was exactly my thought as well. I think that would be very useful.

One more question and then I shall let others go. In your analysis of the progression of things, one thing surprised me a little. You were saying that only communities of 300,000 and up seemed to be capable of having that kind of an infrastructure to be able to provide the EMCA III-style, very sophisticated approach.

I was kind of surprised at that. I would have thought a community of 100,000 or so with a few hospitals in it, and fairly sophisticated fire and regional police or something, would be capable of dealing with that.

Dr. Psutka: I should apologize for the rapidity of my presentation, because I had another slide that I removed. I had more slides, but there was a slide that I took out that listed over 35 communities for proposed EMCA III programs. If you recall, I said there was remote rural. I doubt they will ever see EMCA IIIs, though I think they will definitely see EMCA IIs. They may see EMCA IIIs as an extension of the helicopter crews.

The scenario there, for example, could be a trauma on a highway responded to by the volunteers, who are then met on their way to the next centre by the helicopter with EMCA IIIs on board that lands, through the co-operation of the provincial police, on a highway. This could happen. They are then flown to a trauma unit.

With many communities, because of their setup—for example in Grimsby there is a population of 17,000, with a hospital, but a volunteer fire department, and a regional police force that is not going to be that readily available. When a community has a smaller hospital that many

times is staffed but sometimes is not, you say, "What do we put on there?"

Grimsby could probably have EMCA IIs, and they may not have to use that hospital as a base hospital. The base could be in St. Catharines, a 24-hour facility from where they could delegate medical acts in Grimsby, as far as that goes.

With EMCA IIIs, as you say, you get up to a 50,000-population town, with a full-time fire department and a full-time police department. They probably could manage a full-time emergency department, and that could be the hooker there. You need about 25,000 patient visits a year to pay for full-time emergency physicians.

If you have that in place, then you could run one, and that would take a lot of commitment. Probably in a smaller town you would get it off the ground faster than in a bigger city, if they got together.

If you analyse, there are three communities now in Ontario that have ad hoc pre-hospital coronary care programs. I shall not mention names, but every one of them has system defects, which result in very poor morbidity and mortality rates. The biggest systems defects are lack of citizens' cardio-pulmonary resuscitation, no 911, lack of a tiered response, and, in two of the towns, lack of 24-hour emergency response physician coverage. That means there is no one in the hospital many of the times to interpret the ECG tracings and/or delegate the acts. Therefore nothing happens.

In answer to your question, there are six major cities in which I would be disappointed if they did not do it, and there are 30 or so that I can see doing it, but that would be an option and they would have to get their act together.

Ms. Copps: What is the situation in Hamilton in terms of the preparedness—

4 p.m.

Dr. Psutka: Hamilton is very well on into being prepared. If you analyse their system, they have a citizen CPR program in place. It is not training an awful lot of people yet, but it is coming along. Again, that has been one of the hangups along the province.

They have 911. They have the beginnings of a very good tiered response. They have definitely got 24-hour ER physician coverage because, traditionally, the Hamilton hospitals have been into that. There is a training program for emergency medicine. Hamilton is very close to being ready for an EMCA II program.

Ms. Copps: Why are they not beginning

EMCA II? Why is it only beginning in one community on a pilot basis?

Dr. Psutka: First, the curriculum has not been established. That is being established right now. A curriculum has to be tested to see that it is valid to train people. Once that is done, it will be into Hamilton and into other cities that have as many capabilities.

Ms. Copps: But it is my understanding that, in terms of the tiered response and regionalization, etc., Hamilton is probably further ahead than, let us say, Metropolitan Toronto.

Dr. Psutka: I would have to agree, but I am biased. I was there for eight years before to make sure that happened.

Ms. Copps: No, but if you look at it in terms of hospital internetworking, etc., that is one of the big problems in Toronto.

Dr. Psutka: The hospital network is definitely better, but I would suggest you have only five hospitals to work with, compared to 20 or so. The hospital network is much better organized and has better communications than in Toronto. Toronto has a much better basic ambulance system but that is due to the fact the Metropolitan Toronto region ends up subsidizing the basic ambulance system here.

Ms. Copps: My question is, if Hamilton is in a better state of preparedness, why isn't the pilot project being carried out there? I hope you are trying to look at it in its optimum climate for success. If it turns out to be a failure in Toronto because you have 20 or 30 hospitals which are not hooked up, then it will be written off for the whole province.

It would seem to me that you would choose as your locus the place where—

Dr. Psutka: We are not testing the concept of the Toronto system; we are teaching the capability. Can we teach a paramedic or an EMCA to intubate? That has to be tested in an academic milieu.

At present, we are using the resources in Toronto, mainly because of accessibility. There is a Toronto unit here also, Sunnybrook, which has been working hand in hand with our EMCA III program. The Toronto Institute of Medical Technology is a ministry-operated institute that trains technicians. There are various reasons. We are not testing the concept of the Toronto system here.

Ms. Copps: But you are looking at developing

an EMCA II course which, by your own figures, is going to be a six- to eight-week course.

Dr. Psutka: Yes.

Ms. Copps: Okay. What is going to happen when those people complete that course?

Dr. Psutka: The first class will be going to the northern air ambulance program. At present, we are working with Sudbury and Thunder Bay to upgrade those facilities so they will be able to accept them. After that, the curriculum will be placed out into the province and I would suggest that Hamilton be right in there getting the first group.

Ms. Copps: Maybe I misunderstood, but I was under the impression that Metropolitan Toronto was going to be used on a pilot project basis for EMCA II. Is that not right?

Dr. Psutka: There will be people coming from Metropolitan Toronto in the first class, yes, but that does not mean they are going to be a demonstration trauma program.

Ms. Copps: What happens after this six- to eight-week class is finished? You have no dates as to when these people will actually be working on the air ambulances?

Dr. Psutka: No, the first class, which will be approximately 24 people—I cannot give you an exact breakdown but approximately three quarters of them will be Metropolitan ambulance employees. They will be then placed into the Metropolitan system.

Ms. Copps: So Metropolitan Toronto will be used as a pilot project for the graduates in the EMCA II course.

Dr. Psutka: Inasmuch as they will be trained here and—

Ms. Copps: And then they will be working for Metro.

Dr. Psutka: Yes.

Ms. Copps: My question is, why are you not, either concurrently or independently, training EMCA IIs and moving them into the Hamilton system when at present, by your definition of what is best equipped for a two-tiered or a three-tiered response, Hamilton is in better shape than Toronto?

Dr. Psutka: As I said, it comes right down to the basics of setting the curriculum and having the expertise and the teaching facility available.

Ms. Copps: Once the curriculum is completed, obviously they can drive the 40 miles to Toronto to take the course. The question is, once those people graduate, if you are looking

at providing the optimum climate for them to try the new pilot project, which presumably is going to be the forerunner for the whole of Ontario, why are they not operating in—

Dr. Psutka: What I would suggest is that if we just ran the test in Toronto, there is very little difference between the environment surrounding Sunnybrook and/or Toronto General Hospital, and our pilot project will probably include an area surrounding those two hospitals, which would be the base hospitals. They will then be able to operate in that small area.

We are not giving it to total Metro Toronto because we do not have enough to expand over that large area. There will be a small trial project in the area surrounding those facilities. That is how we will test it. Also, you will be able to compare the nonsystem surrounding that area versus the system in the middle. We are talking small numbers to do this test.

Ms. Copps: From the slide presentation, what you are looking at is a tiered approach and presumably that is your goal, I hope. If not then I feel—

Dr. Psutka: The tiered approach in Toronto is equal or better to what is available in Hamilton.

Ms. Copps: But your suggestion that the emergency medical care attendant II is leading to EMCA III in the very near future would lead one to believe that, in order to be most effective, one should begin EMCA II where they have an opportunity of moving immediately into EMCA III.

Dr. Psutka: Not necessarily. EMCA II does not necessarily have to progress into EMCA III. I perceive, for example—

Ms. Copps: All we are looking at is EMCA II, okay? Maybe that is the discussion that is taking place. Are you looking simply at Toronto? Obviously, by your figures yesterday, it is more cost effective and cost productive. Are you ever going to have EMCA III operating across Ontario?

Dr. Psutka: Yes.

Ms. Copps: When?

Dr. Psutka: I would suggest as soon as the EMCA II curriculum is established and under way. Then the next step is to do an EMCA III curriculum, and that would be the next pilot.

Ms. Copps: Maybe my logic is not following, but it seems to me that Hamilton is the best environment to begin EMCA III.

Dr. Psutka: Yes.

Ms. Copps: Not the curriculum, but the operation. Okay. You are going to have EMCA II, you are going to test the curriculum, then you are going to have EMCA III and you are going to test the curriculum. It does not make sense to have EMCA III potentially operating solely in an area where, by your own admission, it is not as well designed to handle it at the moment as another area is.

Hamilton just happens to be where I am from and where you are from, but certainly what you are looking at is to develop a climate where EMCA III can be achieved as rapidly as possible, with the greatest amount of success possible. If EMCA II or EMCA III falls flat on its face in the city of Toronto, then you will not have it anywhere else.

Hon. Mr. Grossman: Just a second, Ms. Copps, maybe I can help. I think what Dr. Psutka was saying was that, for purposes of mounting this first exercise, the circumstances surrounding Sunnybrook and the circumstances were equivalent—

Ms. Copps: For EMCA II.

Hon. Mr. Grossman: For EMCA II. After we have the course content down for EMCA II, then the rest of the province will participate in the program. That means this coming fall.

Ms. Copps: EMCA II, but EMCA II is trauma oriented, it is not cardiac oriented. Frankly, if EMCA II is all that we ever get, it is not going to satisfy your pledge and your government's pledge to bring in a paramedic system.

Hon. Mr. Grossman: You just said a moment ago that you are worried that, if it does not work in Metropolitan Toronto, then it will be lost to the province.

Ms. Copps: EMCA III.

Hon. Mr. Grossman: Both of them. That is not what we are saying.

We are not going to see if we can try to mount it or if it will work. What Dr. Psutka is saying is that he is charged with the responsibility of meeting, for us, the government's commitment which is to develop EMCA II and EMCA III courses. He is mounting the program to do that. He is not saying if it does not work the government will drop it. His job is to make it happen. It is just not that easy to be sure which course will satisfy the requirements.

You need have no concern that, if it does not work here the first time around, if the course is not what we would like it to be, it will be not mounted. All EMCA IIs and EMCA IIIs will be trained here; Dr. Psutka, I think, said EMCA

IIIs after about a year, after we have the EMCA II course down. People from Hamilton, which is roughly equivalent to the Sunnybrook area, will be enrolled in the EMCA II course, likely in the second class, and then those people can pursue EMCA III training, likely just over a year from today, if all goes well.

4:10 p.m.

Ms. Copps: I am not concerned about the training course. I think you have it at the best place possible; you have worked together as a team across Ontario and I think that is terrific. My concern is on implementation.

If you are looking at Toronto as being a pilot project, then subsequently you are not looking at running the courses concurrently, you are looking at running them one after the other.

If there is an environment where EMCA III could be implemented, Hamilton happens to be in one of the best positions. We have 911, we have an integrated regional hospital service, and we have citizen cardio-pulmonary resuscitation training. I am just saying, if you are looking at an environment to begin EMCA III, following the studies they take for 26 to 30 weeks at the institute in Toronto, then it would seem to me that Hamilton would be the logical choice because of the environment as it exists already.

I think—Dr. Psutka, correct me if I am wrong—that you would agree with that.

Hon. Mr. Grossman: I think, Ms. Copps, I just said that.

Ms. Copps: I did not take that from what you said.

Hon. Mr. Grossman: I thought I just said that. Dr. Psutka set up the Hamilton thing. If he has a bias, it is not to Sunnybrook, I promise you.

Ms. Copps: The question is where and when you are going to be implementing it. You say that you are implementing it on a pilot-project basis in Toronto in EMCA II, and subsequently moving across Ontario. My concern is, when you are moving into EMCA III, you should try it out in the area where it has the optimum chance of succeeding.

Hon. Mr. Grossman: And we agree.

Ms. Copps: Therefore you should introduce EMCA III on a pilot basis, in Hamilton.

Hon. Mr. Grossman: You cannot take yes for an answer.

Ms. Copps: Is that what you will be doing? You will be introducing EMCA III on a pilot basis in Hamilton?

Hon. Mr. Grossman: When we get the EMCA IIs, we will do the EMCA IIIs, and Hamilton will be part of the EMCA IIIs, yes.

Mr. Chairman: I am getting dizzy with going in circles like this. Mr. McClellan.

Ms. Copps: I am not finished. I was wondering about the air intubating. I noticed in the slides you had a particular apparatus that you used to intubate.

Dr. Psutka: A laryngoscope?

Ms. Copps: Is it a laryngoscope?

Dr. Psutka: Yes.

Ms. Copps: Okay. The reason I ask is that I think that someone who came to the Ministry of Health—I want to get it on the record because I feel it is worth following up, and the Ministry of Health may want to follow it up.

A gentleman from Hamilton—Stoney Creek, more specifically—has invented a device. I am sorry I did not bring one with me, but this device is used to provide an air tube to someone who may have had a cardiac arrest and who may be vomiting, one of the categories which you suggested yesterday has the least chance of survival.

I am not a medical person and I have no idea whether or not this should be standard equipment in ambulances across Ontario, but I think it is something that is worth investigating. Are you familiar with this device?

Dr. Psutka: I might be. First of all, there is an equipment review committee, which is now a structured committee for emergency health services, which has people on it from the various peer disciplines, nursing, medicine, ambulance operators, first-aid people, etc. We review all equipment that is submitted to us.

Just recently, a very dangerous piece of equipment has been making the rounds of the province. It has appeared with the Ministry of Health logo on the side, the trillium on the side, the red cross on the side, you name it. The point of the matter is that this equipment is a piece of plastic about this long, which is square in configuration, and has a flange that fits over it, and it is anatomically not acceptable. I am trying to remember the man's name but I cannot.

Anyway, to make a long story short, this piece of equipment, to me, speaking for myself, is a dangerous piece of equipment in the hands of a nontrained person. It is anatomically incorrect and, potentially, could damage the larynx, the pharynx, etc., and cause more damage.

On the other hand, intertracheal intubation is

a specifically designated medical act. It involves placing a tube, whether it be plastic or rubber, down into your trachea, into your windpipe, and blowing up a cuff to seal it off so that if you do vomit, it won't go down into your lungs.

Another piece of equipment, known as a oesophageal obturator is used by first aid people. It's a tube which slides into your oesophagus which you swallow your food through, and when it gets down there you then blow a balloon up and seal it off. The idea is that it prevents you from vomiting. It won't come up. You then put a mask over the face and you blow air in and you say, "Well, since the air can't go down the stomach now because I've got it blown up, it must go down the lungs." This is a very rickety way of doing it—sort of Rube Goldberg—and it really has fallen into disfavour across the United States.

So we are not training our ambulance attendants in oesophageal obturator. We are, however, training the basic attendants on how to use mouth-to-mouth resuscitation and mask bag or Flynn resuscitators. They are trained in the use of proper rubber or plastic airways which are anatomically enfigured.

The thing that I'm thinking about was put on the market for people who find doing mouth-to-mouth distasteful.

Ms. Copps: This individual who introduced this piece of equipment, is he from Hamilton?

Dr. Psutka: No. Not the gentleman—

Ms. Copps: So this is probably a completely different piece of equipment.

Dr. Psutka: If you wish to forward it to me, I would be glad to pass comment on it.

Ms. Copps: Okay. So it would have to go to the equipment review committee.

The other question I wanted to raise with you is on something I'm not sure you would have any information about. You are no doubt aware of the two ambulance drivers in Metropolitan Toronto who resigned after a woman patient complained about a sexual incident. She was suffering an allergic reaction to a drug, and I gather that she was raped. Now it is my understanding that those two ambulance drivers are still certified in Ontario.

Dr. Psutka: This issue is still under investigation. At the present time, I'd like to clarify what we know.

The call came in through the 911 number. A police cruiser was dispatched and also an ambulance. There were a policeman and two ambulance attendants at the scene. The lady was

found to be conscious though obviously a bit obtunded.

At the time, it was decided that the lady did not have to go to the hospital. The ambulance crew told the officer that they would stay behind, give her coffee and make sure that she was all right, and the officer left.

The ambulance crew then remained on the scene where a sexual incident took place. The lady then called a friend of hers who, when she found out about it, called and informed the police who then came back, and an investigation took place.

It would appear at this point in time, and I use the word "appear" because it hasn't basically gone beyond this, that there was no rape. The lady has not pressed charges and has admitted to engaging in sexual intercourse with both of these attendants.

So the matter does not turn around in the concept of rape, it really turns around in the concept of unethical behaviour. I would agree that to have intercourse with a patient when on duty is unethical.

I suppose the next question is, should they still maintain their licences? At the present time, they are no longer working as ambulance attendants with the Metropolitan ambulance service, having resigned.

Ms. Copps: The question you posed is the one I would like to see answered. Why are they still certified or licensed to drive ambulances in the province?

Dr. Psutka: We are still waiting for the official report from the department of ambulance services before we proceed to the next step. The minister is aware of this.

Ms. Copps: Maybe you could be a little bit more specific. The ambulance attendants have not denied that they engaged in sexual intercourse with the patient while on a call. I don't understand what needs to be investigated beyond that.

Dr. Psutka: I don't really have a pat answer for you other than the fact that I can agree with you, and we are proceeding in that direction.

Ms. Copps: The incident took place on August 2 and we are now in the month of December.

Dr. Psutka: Actually, it has come to our attention just within the last month.

4:20 p.m.

Ms. Copps: I don't know who reads the Globe and Mail, because there is an article here on

October 9 and it has a banner headline. I think someone within the ministry should have been aware of it at that time. If not, then a few heads should roll.

Hon. Mr. Grossman: What should have happened? Tell me about that. Why should people have been fired?

Ms. Copps: Dr. Psutka says that no one was aware of it until a month ago. I'm suggesting that if there was a banner headline in the Globe and Mail of October 9, "Ambulance Men Quit After Sex Claim," then the people in your ministry should have been aware of it at least two months ago and, if not, heads should roll.

Hon. Mr. Grossman: The primary responsibility rests with the local ambulance service, which in this case is one of the better ones, the Metro DAS; they were handling the matter.

Ms. Copps: My point is obviously you were aware of it at least two months ago. I am sure you have people who are reading the newspapers, and in particular the Globe and Mail, and—

Hon. Mr. Grossman: No, we read the Spectator first, then the Globe and Mail.

Ms. Copps: I'm sure the minister reads every newspaper in an attempt to keep track of his and his opponents' stance in the media—

Mr. R. F. Johnston: The farm digest?

Hon. Mr. Grossman: What's that?

Ms. Copps: It has been a number of months since the incident and I find it unacceptable to have you say, "Well, we're still studying it."

You have two ambulance drivers who, while on the job, had sexual intercourse with a patient, who was obviously under the influence of an allergic reaction. What more questions need to be asked? They've admitted it. They've resigned and they should have their licences or certification revoked.

Hon. Mr. Grossman: Well, wait a minute. There is something we are fond of around here, which is due process and—

Ms. Copps: They have admitted it.

Hon. Mr. Grossman: —as Dr. Psutka said, all the information isn't yet available. The processes and reports are still being filed, data is being assembled, information is being assembled. In due course appropriate steps under the law will be taken. What else do you want us to do?

Ms. Copps: I wonder what other information needs to be assembled. The two individuals

have admitted that they had sexual intercourse with a patient while on the job, so what other information needs to be available?

Hon. Mr. Grossman: Ms. Copps, all I can say to you is that if you really want to fire people on the basis of the newspaper account of what they've admitted, then that's an unusual stance for you to be taking. If that is your position then I respectfully disagree with you. I can't add any more than that.

Ms. Copps: For the Minister of Health to state, more than four months after the fact, that he is still studying the situation, when at any time these two ambulance attendants could be recertified with another ambulance service across Ontario, is unacceptable. Surely in the last four months you've had an opportunity to look at the situation and determine the facts behind it.

Hon. Mr. Grossman: If you want to complain that the process being followed by Metro DAS in investigating this is not quick enough, I will forward that information to Metro DAS.

Ms. Copps: You are ultimately responsible for the ambulance attendants of this province.

Hon. Mr. Grossman: If you want to suggest, however, that on the basis of the Globe and Mail story they should have their licences revoked, that is a totally different proposition. I reject the latter. If your request is that we check with Metro DAS to make sure their investigation is expeditious enough, that's very reasonable and we will do that.

Ms. Copps: The only point I'm trying to make is that we've waited four months and we have not raised the issue. We have not made a public debate about it for the very simple reason that there will no doubt have to be questions raised and a story determined on either side.

Nevertheless, my point is that I feel you have had ample time to address the situation. I find, these number of months after the fact, it is unacceptable that these drivers could be licensed and operating in another jurisdiction outside the city of Toronto. I certainly would not want to be the person on the receiving end of a telephone call if ambulance drivers with that kind of record came to respond to me.

Mr. Chairman: Any further questions, Ms. Copps?

Ms. Copps: No, I don't have any further questions, thank you.

Mr. Chairman: Thank you. Mr. McClellan?

Mr. McClellan: I thought perhaps Ms. Bryden was ahead of me.

Mr. Chairman: We have Mr. McGuigan on the same topic.

Mr. McGuigan: Dr. Psutka, do you think we'll ever get off the jaws of life program? In the area I represent a number of fire departments conduct money-raising drives.

Interjections.

Mr. Chairman: I can't hear Mr. McGuigan.

Mr. McGuigan: They continue to raise money for the jaws of life program.

Mr. Chairman: Have some respect for the honourable member who is trying to raise a question with the ministry. We can't hear him.

Interjection.

Mr. Chairman: Ms. Copps, could we just have some attention? My apologies, Mr. McGuigan.

Mr. McGuigan: If I could get in on that, I, like all of us around here, smiled a bit on the subject that the member for Hamilton Centre (Ms. Copps) brought up.

Mr. Wildman: On a point of order, Mr. Chairman, my colleague was not commenting on the particular incident the member for Hamilton Centre was raising at all.

Mr. McClellan: Not at all.

Mr. Wildman: He was conversing with someone else and his reaction was in response to something completely different. Just because something is being raised by one member doesn't mean that another member's reaction to something else should be interpreted as a reaction to that.

Mr. R. F. Johnston: We all don't revolve around what she says, surprisingly enough.

Mr. Chairman: Mr. McGuigan, seriously I think it would not be proper to imply that someone was making snide remarks or reacting in an inappropriate way.

Mr. McClellan: It's very unfair, and I really expect more mature behaviour within the committee. If I have offended someone, I apologize.

Ms. Copps: Mr. Chairman, on a point of order, the question was raised—

Mr. Chairman: Mr. McGuigan, we were trying to follow your question.

Ms. Copps: Mr. Chairman, the point was raised, "Are we going to be on this subject forever?"

Mr. Wildman: The subject of emergency response.

Ms. Copps: That's what I was responding to

also. Emergency response happens to be very important to me.

Mr. Chairman: Ms. Copps, some order, please.

Mr. McClellan: Peace, peace.

Mr. McGuigan: I was talking about the jaws of life program.

Mr. Chairman: Ms. Copps, for the third time, will you allow your colleague to pursue his questioning?

Mr. McGuigan: You commented that you weren't altogether in favour of everything they were doing. I wonder if you would expand on that a little bit.

Dr. Psutka: I think we should go back in time a bit perhaps to about the late 1970s when the Ministry of the Solicitor General undertook a survey across the province on the capability of fire departments in the province to do rescue work, to extricate. A paper on the extrication capabilities across the province was published and is available.

The findings were not very good. The paper pointed out that the majority of fire departments were not equipped to do rescue work. They did not have heavy extrication equipment and there was very little, if any, training for their men.

The Ministry of the Solicitor General then undertook to survey the various kinds of equipment available, and there is now across the province a mobile training program that does go into the communities to train the fire departments on how to extricate, how to tear cars apart, for example.

During the course the fire departments are exposed to various types of equipment. One of the pieces of equipment always introduced is the jaws of life, which is a hydraulic set of steel—

Mr. McGuigan: I've seen them.

Dr. Psutka: You've seen what they look like. They have about 10,000 pounds of pressure applied to the tips of these things. They can literally be used to tear most things apart quite nicely. They are very buzzy. They cost approximately \$10,000 to \$12,000.

There are other kinds of jaws out. Different companies have jumped on the bandwagon, but it is equipment with only one use. In other words, it doesn't give you much flexibility. If you spend \$10,000 on a set of jaws, you don't have the flexibility you would have if you spent the same \$10,000 on four basic extrication kits.

I took an extrication course from a person by

the name of O. B. Streeper, who is respected across North American as the probable leader in extrication. In the course he gives he stresses basic rescue equipment. He uses the jaws only to show that they are quite good, but literally are very unfocus in their application. If you put the jaws on to tear a steering wheel out, you have to leave them on. You now no longer have the jaws to use.

On the other hand, if you have a box of rams, and spreaders and comealongs and various other things, you can tear a car apart. In fact, using \$1,200 worth of equipment O.B. tears a car apart faster than any fire department.

What I am saying is if the Safety Supply Canada man or one of the other supply companies' men gets to town first, and sells his jaws, you're going to have a hard time convincing your chief not to have jaws.

To me, jaws are an add-on. One should build up the basic equipment list first, using the various comealongs, rams and spreaders that are available, plus cutters, torches, etc. Once you have that equipment and everyone knows how to use it, then you should invest in jaws. I think the jaws should be available in the region and called upon when they are needed for specific purposes. That is basically my thought on that.

4:30 p.m.

Mr. McGuigan: You're concerned more, I guess, with the program. Many of us look upon the jaws of life as being a program, rather than a specific tool.

Dr. Psutka: The jaws of life is a specific tool and it can be used to either push something apart or pull something together. That's all it does.

Mr. McGuigan: Can they take people's thumbs off, too? You mentioned that.

Dr. Psutka: If you have 10,000 pounds of force being applied and suddenly something snaps, you can take your head off, let alone your thumbs. I have a picture of jaws being used with an ambulance attendant standing right in the line of fire, as it were, with no protective clothing on. I use it in the training presentation to demonstrate how not to keep your teeth in your head.

O. B. Streeper trained me to be very cautious. As he says, if you're bending metal, something is bending somewhere else.

Mr. Chairman: If the committee would allow me, I would like to ask Dr. Psutka one question. With your permission, I'll remain in my seat.

Three weeks ago, I attended a function at one of the major hotels right across from the city hall where one of the guests at the head table collapsed with a cardiac arrest. I will not name the hotel. It was five minutes from two major hospitals with all the facilities to save the individual. It took 25 minutes for the fire department to arrive.

There are regulations and, I believe, standards of emergency service to be provided by such establishments—house doctors, first aid equipment, oxygen tanks. Can you tell me whether you co-ordinate these—

Dr. Psutka: No.

Mr. Chairman:—or is it the responsibility of the municipality to demand that such standards exist?

Dr. Psutka: This points out some of the defects in the system we talked about earlier, when I mentioned that we should ensure that hotels, for example, especially large hotels where there are large public gatherings—

In other words, if I was going to build the system I would go to where the business is going to be—covering key groups such as large gatherings, football crowds. We know there will probably be a coronary at an Argo game some time this year. We can perceive that there will be coronaries in hotels in Toronto. How are they organized?

I know when we were looking at this in Hamilton there was talk of passing bylaws to ensure that cities and the various organizations had to ensure that preparedness. That is not in parentheses.

Ideally, that hotel should have a primary response. There should be trained people available 24 hours a day to go up and do cardiopulmonary resuscitation.

Mr. Chairman: What was very unusual is that you have a hotel that has thousands of guests, and on weekends with conventions you add 2,000 to 3,000 people, but the house doctor couldn't be found. They couldn't find where he was. He certainly was not in the hotel.

Dr. Psutka: He is probably on call.

Mr. Chairman: No, according to the information he is there from Monday to Friday and not during the weekends. Oxygen tanks were not available. I know the individual's life could have been saved; you mentioned six minutes as a critical time. Probably had one of the guests just put him into a car and driven him either to St. Michael's Hospital or to Toronto General it may have been a different result.

I just wondered whether there is an effort on the part of your office to—

Dr. Psutka: Yes, there is.

Mr. Chairman:—provide these, to check on these, whether they're available, whether they're functioning.

Dr. Psutka: We're not that far along, but there is a definite effort on our part to encourage the dialogue to start. The Ontario Heart Foundation is very strong at this time in getting their people to go out and encourage this community reaction.

You talk about the hotel. There has been at least a three-year to four-year argument going on about equipping Air Canada airplanes with proper equipment. There is usually a doctor on an airplane. If you took a study, you would find that most planes have a doctor on them at one time or another, but they don't have the basic equipment required.

It was only recently, after an inquest, that Malton airport was equipped with the portable defibrillator and things like this that are now available.

Again, is there an overall system in place? How does it react? How does it work with the region's system? The average ambulance response time in Toronto is 7.7 minutes. You noticed a 25-minute response time.

Mr. Chairman: It was the fire department, not even an ambulance.

Dr. Psutka: There you go again. The question is, when did they call?

Mr. Chairman: I'm not here to say there was any—

Dr. Psutka: I think what you proved there, in that large gathering, is that in the province right now only one in 80 people has any idea what to do. Obviously, if there was one in 80 there, he didn't make a phone call. If you don't enter the system, then no one comes.

Mr. Chairman: Is the onus on the municipality to make sure that there are bylaws regulating such establishments?

Dr. Psutka: I would suggest that as the city of Toronto or any other city in the province goes into this, they would really have to analyse what they are doing with their system. Otherwise, it will be an ineffective system. If they're not entering the system, you're wasting your money. You can have all the best equipment, but they won't get there.

Mr. Chairman: I know that Mr. Wildman had a question yesterday, and there may be an

answer from Dr. Dyer over there. This is with reference to the case of—

Mr. Wildman: I was just wondering if Dr. Dyer has written back to Ms. Bouffard on this.

Hon. Mr. Grossman: Happily, Dr. Dyer wrote on October 13.

Mr. Wildman: That's interesting. What did he say?

Hon. Mr. Grossman: I'll just read the necessary parts.

"It was necessary to reroute the Ministry of Health air ambulance to Gore Bay, Ontario, for an emergency call during your return from Toronto to Sault Ste. Marie.

"Although every attempt is made to return medical staff immediately to their point of origin, this is sometimes not possible in order to avoid delays of the air ambulance. In these situations, central air ambulance dispatch service makes every effort to ensure arrangements are initiated to return medical staff.

"In your particular case, the central ambulance dispatch contacted the Sault hospital to arrange a taxi for your return. The central dispatch was not informed subsequently by the hospital that there was any problem concerning these arrangements. It, however, was discovered later that the taxi company would not undertake the trip."

Mr. Wildman: Kind of a long trip.

Hon. Mr. Grossman: The essence of the answer is that she accepted the ride back on the ambulance that was diverted to Gore Bay for an emergency. This, as everyone understands, is a risk if you want a lift back in the air ambulance. It seems reasonable under the circumstances.

Mr. Wildman: Yes, the only problem is that because of this it has had some effect among the nursing community in Sault Ste. Marie, when it comes to getting volunteers to go on these kinds of trips.

Dr. Psutka: When I was in Sault Ste. Marie in the summer I met with a group of nurses and other people who were interested in the air ambulance. We discussed these problems. We were very tuned in, we were getting a lot of feedback, and we're working on this.

It is an isolated incident. It is not commonplace. I can reassure you of that. Again, we are striving, as I said, by upgrading the air attendants to EMCA IIs and EMCA IIIs and upgrading the systems up north to eliminate this problem altogether.

It truly is a difficult problem, but these

patients must be accompanied. Therefore, at the present time, we are utilizing the nurses.

Also, we've found that our feedback from the nurses has been acted upon. They are feeling a lot more secure. For example, we are looking at offering a training program for air attendants equal to the air escort training program. That's being explored. It's not available yet, but it's something that may be offered through community colleges. Again, as telehealth matures, this would obviously be something that should be looked at.

Again, it's communications. How do you use the air ambulance, and what should you expect?

Mr. Wildman: Right now, is it the choice of the nurse as to whether or not he or she takes the return trip on the air ambulance, or goes on a commercial flight?

Dr. Psutka: This is discussed. In this case, they said: "We'll take you back. There is a chance we might be diverted, but we haven't had a call for the last two days." I don't know. Anyway, she got hit up in the air. They were on their way and they had to divert, so she was stuck. There was a lack of communication and a breakdown.

Mr. Wildman: Thank you very much.

Mr. Chairman: Thank you, Dr. Psutka. Was there another answer?

Hon. Mr. Grossman: Just to clean up the outstanding questions, Ms. Copps was asking about something which certainly concerned me, something she said about a 79 per cent increase in salaries and wages in legal services.

I was somewhat relieved to learn that the 70 per cent, or whatever it was—72 or 79 per cent increase—was \$2,783. However, that is a 70-odd per cent increase.

Mr. Chairman: What vote is that?

4:40 p.m.

Hon. Mr. Grossman: That was on legal services. However, I would comment in two ways—

Interjection: It all adds up.

Hon. Mr. Grossman: Yes, \$2,700 on a \$6.5-million budget does add up, that's correct. I was concerned about that extraordinary increase.

However, I know Ms. Copps will be relieved to learn that there were two events that caused the amount which we paid under that vote—which is all for GO Temps, because the Attorney General, of course, pays the lawyers' salaries.

There were two events that caused that. First,

a secretary was ill for three months. That caused an excess of cost. It also—

Mr. McClellan: Where are you in the estimate?

Hon. Mr. Grossman: I'm just trying to clean up an outstanding question.

Mr. McClellan: This isn't a half million dollars for legal services?

Hon. Mr. Grossman: When there was an allegation made about a 79 per cent increase in the vote, I suggested that it wasn't accurate. However, Ms. Copps went back and found out that she was right; indeed, there was a 79 per cent increase in the salaries and wages.

Mr. McClellan: I was trying to follow along there.

Hon. Mr. Grossman: I know Ms. Copps will be delighted to hear that the second reason for the increase was a secretary on maternity leave for 17 weeks. We paid 14 of those weeks in that fiscal year, causing the 79 per cent increase. I know you will support our spending in that regard.

Ms. Copps: The other reason I asked that is because last year that was an issue. You don't anticipate having the same problem this year? It was a one shot—

Hon. Mr. Grossman: Well, I can't predict who will become pregnant this year.

Interjections.

Hon. Mr. Grossman: My estimates are a forward projection, but they're not—

Interjection.

Ms. Copps: The other outstanding question was I did ask in my very opening statement whether I could have a copy of the employees and categories in the main office with respect to salaries, etc.

Hon. Mr. Grossman: I think it's in here. Just a second and I'll dig it out.

Mr. Chairman: With your permission we will allow Ms. Bryden to question on the fourth vote, questions to be addressed to Dr. Dyer, I believe.

On vote 3304, health insurance program; item 1, health insurance and benefits:

Ms. Bryden: Thank you, Mr. Chairman. I appreciate the committee allowing this switch to a later vote.

As I mentioned yesterday, I wanted to raise some questions with the minister about the action of a constituent of mine named Brian Lloyd. He was a delivery man for Gas Dynamics Co., which provided oxygen to people who were

under the drug benefit plan on a basis where the oxygen was free to the patient.

On January 15, 1982, Mr. Lloyd reported to the ministry that he thought it was being overbilled by this company. The company charged for full tanks on all occasions, even though in many cases partially filled tanks were removed when they replaced them with a full tank. He claims that other companies in the business always charged only for the amount of oxygen used and not for a full tank every time they replaced one, if they took away a partial tank. He felt it was his duty as a citizen to report what appeared to be a case of overbilling, which was costing the taxpayers a considerable sum of money.

I will say that the Ministry of Health officials whom he saw were very courteous. They heard his case and said they would refer it to other authorities to investigate it. I think he felt that he received a fair hearing from them.

He reported this on January 15. On January 18, three days later, he received a dismissal notice from his company. The notice said nothing about any reporting to the ministry. It simply had some trumped-up charges that he was not courteous to his customers, that his appearance was poor, or that his driving was poor. He was subsequently able to get evidence from his customers that all of those allegations against him were false.

At any rate, he lost his job. He received a dismissal notice on January 18, which was dated back to January 15, the day he had reported to the ministry. It would appear that another employee had known he was reporting, and that it was brought to the management.

Mr. Lloyd has sued Gas Dynamics for improper dismissal. He had to go through an incredible series of problems with the court system, but that is not your concern, Mr. Minister. The company at one time tried to dismiss the case by saying that he had put the claim in against the company by marking it "Inc." instead of "Ltd." The company also got numerous adjournments, some of which cost him a day's pay when he had to go on a different day; yet he could not get an adjournment. He had a lot of problems there. The company also put a civil suit against him for libel, so he had an incredible number of problems.

He ultimately did get an out-of-court settlement on his claim for unjust dismissal, but had to pay a lawyer \$500 of the \$600 he got. His period of employment with the company was only two to three months, so that is probably why the award was so small.

However, he certainly went to a lot of trouble

for what he thought was a waste of the taxpayers' money, or possibly even the ministry's being ripped off. That the ministry did not change its policies made him feel his efforts were not very well rewarded.

With regard to the charge of overbilling, he was interviewed by an OPP person, Sergeant Roberts of the anti-racket squad, who undertook an investigation and came to the conclusion that there was no criminal charge. According to my client, Sergeant Roberts said that no one had profited personally from this overbilling. He asked the sergeant for a copy of the OPP report to the ministry and was refused this. He asked for it in writing.

The sergeant told him, by his estimate, the ministry had been overbilled by at least \$6,000, and when the decision not to proceed with criminal charges was made he assured him that the minister would probably be pursuing recovery of the funds through some sort of civil action.

Mr. Lloyd corresponded with the ministry about this report on two or three occasions. He got letters back in which the ministry admitted that there had been loopholes in the procedures. The ministry was apparently paying for the full tanks, even though partially filled tanks were being removed because there was a clause in the price list which said that no credit would be allowed for return of partly full cylinders.

While Mr. Lloyd was on the job, he was not aware that there was such a rule. He thought that the billing was supposed to be for the actual weight of the returned tank and that other companies did the same thing.

I would just like to read one or two paragraphs from the letters from Mr. Burrows to Mr. Lloyd. Mr. Burrows is chief of pharmaceutical services. He says in his first letter on June 30, "This price list"—which I am putting in—"said no credit will be issued for the return of part full cylinders." This price list apparently applied to all customers of Gas Dynamics.

"However, we have been advised that some of the conditions set forth in the list may have been applied differently, depending on who was paying for the service." It would appear that the ministry was paying more than other customers were—at least, that's what I read in that piece.

The letter goes on to say, "Pursuant to our discussions with the company, this policy has been changed and the price list reworded so that currently only the amount of liquid oxygen being supplied and used is being billed to drug benefit. This statement was made to us by

officials of the company, and it is confirmed by our ongoing analysis of claims from this and other companies."

4:50 p.m.

So it would appear that the ministry's policies were changed, that they did arrange with the company to be billed only for what was actually being used, and that this was a result of Mr. Lloyd bringing this to their attention. Whether or not there was an actual ripoff of the ministry by the company depends on whether the company thought it had a right to charge for full tanks, or whether it was simply charging for full tanks and the ministry was not aware of this.

On July 12 Mr. Burrows wrote to Mr. Lloyd: "I do appreciate the invaluable assistance which you have provided to the ministry. It has enabled us to identify various areas for improvement of our systems, to take steps to close potential legal loopholes and to pursue, through all available means, the recovery of claims which may have been overpaid."

On July 23 Mr. Burrows also wrote: "Based upon the police report and upon our own investigation, we believe it is worth continuing pursuit of the matter.

"With respect to plans for retrieving overpayments, I reiterate that in any instance where program management believes that overpayments have occurred, these items are pursued until their rightful conclusion. You have my assurance that the Gas Dynamics matter will be no exception to this policy."

I have three or four questions I would like the minister to answer. First, can you supply the committee with a copy of the OPP report on these allegations so that we can find out why they decided that there was no possibility of laying charges or that it was inadvisable to?

Second, has the ministry taken any steps to recover any overpayments over the past year, or perhaps in 1981, since this report was written early in 1982? Has the ministry taken any steps to recover from Gas Dynamics any of the apparent amounts overbilled by charging for the full tanks instead of for the amounts actually used?

Is the reason there are no charges being laid that the ministry appeared to have policies that did not really identify what they were being billed for and that there were loopholes in the administration which allowed this overbilling to occur? In other words, did poor administration and poor controls in receiving this product from this company result in what appears to be a substantial overcharge to the taxpayers? I may

say that Mr. Lloyd believes it was probably far beyond \$6,000, but he has no means of proving that.

Third, if the OPP decided there were no charges, is there anything to prevent the ministry from preferring its own charges against the company on evidence it may have?

Fourth, is there any protection for an employee who reports an alleged fraud to the government, judging from the kind of events that happened to Mr. Lloyd in the next six months? I refer to his costs of suing for wrongful dismissal, and the fact that he actually lost his job. He has not been reinstated in his job, even though he obtained a settlement for wrongful dismissal.

It seems to me that a citizen who performs a public service of this sort should have some kind of job security if it is subsequently found that his allegations have some substance to them. Possibly he should be either reinstated with back pay or provided with compensation. I would think that his legal costs in connection with the dismissal, since it was proven to be a wrongful dismissal, should be considered an obligation of the ministry.

Mr. Lloyd has been able to obtain only temporary seasonal work since January 1982. At the present time, he is laid off completely. In effect, his employment career has been very greatly interrupted by his attempting to perform a public service to the taxpayers.

I would like the minister to comment on whether there were serious deficiencies in the administration of this program and also whether the changes that they mention are sufficient to prevent it happening in the future. Furthermore, what sort of recognition or compensation is he prepared to make to this person who has really performed a very important public service, just by getting some changes in the ministry's administrative procedures, which are clearly admitted in the letters from Mr. Burrows?

Hon. Mr. Grossman: Thank you. I will ask Dr. Dyer to respond to some of these administrative sides of that and then I will deal with some of the basic principles you asked for.

Dr. Dyer: Mr. Chairman, the facts as reported are substantially correct and the events did occur as you mention. As a matter of fact, the supply of oxygen under drug benefit is a rather unusual circumstance in terms of the other drugs or provisions that are given under drug benefit, because, as you well know, all of the drugs listed in the drug benefit formulary are supplied through pharmacies that have signed an agreement to participate in the drug plan.

The general policy is that drugs are supplied to ODB recipients by prescription and we pay only for the amount ordered by the physician. The policy, of course, is that there is no return; there is no credit given when residual amounts of any substance are returned.

You can imagine that, from time to time, a drug will be dispensed such as an antibiotic, the patient develops an allergy to it and the patient has that amount of the drug left. The physician changes to another drug. The original material cannot be returned to the pharmacy and no credit can be given in that circumstance. In fact, drugs previously dispensed cannot be redispensed nor can credit be given.

The same thing applies to gases. The reason is that we do not want to establish an exception.

On the other hand, when we supply bottled gases, it is not through a pharmacy and we do not have the same kind of control on the gas companies. The physician orders the oxygen. The physician phones in and asks the ministry for a special authorization to supply oxygen to a specific patient and invoices the ministry.

5 p.m.

There is no way of us having any record of how much is supplied. Often what happens is that the patient thinks he might be running out, gets a little nervous, and may call up and get another bottle before the old one is finished. We have no way of knowing. There is no way of keeping track of the consumption of gases as there is with prescriptions.

The prescription says you take one tablet three times a day and you can calculate precisely how long that prescription will last and how often it can be repeated. Our liaison officers go into the pharmacies to check on prescriptions and the number of repeats. It is not possible to do that with oxygen with the same degree of accuracy.

As you know, the use of oxygen is based on a variety of flow rates, and therefore it is never constant. It varies. It is not possible for us to have an administrative mechanism by which to check whether a bottle is half full at any one time, or when you take it back, and so on. We still have a general policy that we are willing to provide new bottles prior to the old ones being totally used up. From time to time they do pick up the bottles.

Ms. Bryden: Could you not have it weighed when it comes back in and entered on the invoice?

Dr. Dyer: We do that, and we expect a company to comply with the policy which states very clearly that we only pay for the amount of gas used. We maintain no records to tell us how much is used and how much is not used. We have to rely on the company being honest in sending in the invoices. We do a comparison of companies that supply oxygen across the province and pick up inconsistencies at that time.

Ms. Bryden: No, but when they bring the bottles in, couldn't they be weighed and the amount entered on the invoice?

Dr. Dyer: Yes, I think most companies do that; but when they bring the bottles back, they bring a truck load back. You know, they unload all of the bottles, one after another. It is just the way they do it. The system is really geared for commercial use.

Ms. Bryden: Is there no number on the bottle?

Dr. Dyer: Yes, there are numbers on the bottles. I am simply saying it is not as administratively easy to control as are other areas of the drug plan. We have to rely on a company reporting whom they are supplying and for what quantities they are charging us. We have to rely on companies reporting whether they delivered the bottles or not. There is, therefore, a potential for abuse. There is always the risk that we will be charged for material that has not been used.

In this case, although the general policy is that we only pay for the amount of material used, it was perhaps not made absolutely clear that we expect the company to record it. It was not due to a change in policy, it was a clarification, and in those cases that policy is specified rather than stated.

Ms. Bryden: Were you not paying for full tanks in all cases, as long as that note was on the price list saying they would not allow credit for partial tanks?

Dr. Dyer: When they supply tanks, we pay for the tanks. When you go and buy another tank, we assume that the first tank was used.

Ms. Bryden: Yes, but you just said that they often bring back partial tanks.

Dr. Dyer: Yes, but there is no way of our knowing when they do that. There is no way of our knowing whether partial tanks are returned.

It is very difficult. All we know is that we get an invoice for a tank of gas supplied to customer; we take them at their honour, if you will, that they supplied exactly what they showed us. We

presume that they are not recovering unused gas. Some of them leave the partially full tanks; some of them take the tanks and so on. They may take two tanks and leave one there.

There are some suppliers and some customers who mishandle the process. If we find government funds are misspent we inform the company that they have overcharged us and expect them to respond and return the cost.

Ms. Bryden: Have you obtained anything back from this company?

Dr. Dyer: Not from this company, no. We could sue them through legal action to recover the costs. It is one thing to lay the charge; it is another to actually recover the funds.

That does not mean to say we will not try, but there must be solid grounds. If the Ontario Provincial Police had enough grounds to charge—and we have done that in other cases—I would assume charges will be laid.

Ms. Bryden: It would appear that at the beginning you accepted their statement that there would be no credit allowed for partial tanks and you just paid them for all tanks. Now you have changed that, though.

Dr. Dyer: I am saying there is no credit for part-full tanks. You are expected to pay for the amount used, but if someone brings back his part tank, we do not issue a credit note to him. That is quite a different matter.

When we supply the tank we expect the full amount will be used and we pay for that. If only part of it is used, we expect to pay only for part of it, but there is quite a different policy regarding credit when someone brings back a part tank. We have no way of knowing where the tank comes from. As a matter of fact, that has happened in the odd case.

Ms. Bryden: It would seem to indicate that there is room for some form of spot check or monitoring more closely than the companies are doing, as far as their billing practices go, now that you have taken out the clause that you pay only for what you use. You have taken out the clause that said you would pay for full tanks in all cases.

5:10 p.m.

Dr. Dyer: It is difficult for us to spot check. We have to be at the delivery point to check. All we can check are the records. If the records show us there is an inconsistency we check it out. There is no way of knowing what did occur unless we had someone at the point of delivery.

Ms. Bryden: It is possible to do spot checks?

Dr. Dyer: It is difficult. I am trying to differentiate that from the kinds of checks we can make in a pharmacy where records are maintained, prescriptions are on file.

Ms. Bryden: It would be interesting to see whether the billings per patient have gone down in the present year as compared to the year before. That would indicate you have closed some loopholes. I do not know. That is what we would like to see.

I would like the minister to comment on whether he thinks the ministry should compensate this person in any way. I would also like to know if he will release the Ontario Provincial Police report to this committee, so we can see what they found.

Hon. Mr. Grossman: The disposition of the matter, once we have turned it over to the Attorney General and the OPP to investigate, is entirely in their hands. They make the decisions with regard to prosecution, and not the government. That is the way it should be. With regard to the report, that also is totally within their purview; it is their report.

Ms. Bryden: You had a copy of the report in the ministry, I understand.

Hon. Mr. Grossman: We may have had it shared with us. I am not even sure we had.

Dr. Dyer: I do not think we have a copy of the full report.

Hon. Mr. Grossman: It is an OPP report that was prepared—

Ms. Bryden: One of the letters said you did.

Dr. Dyer: We have a report from the OPP, but I do not think we have the complete document.

Hon. Mr. Grossman: I could not be 100 per cent sure in this case, but in the ordinary course the OPP would report to us those things that we would need to know, questions relating to procedure and so on.

In terms of the entire data, upon which their chief crown law officers make their decision, it is a report for the Attorney General's ministry on which they make a decision whether to proceed or not. It is not the Ministry of Health's purview.

On the compensation issue, I would only say this is no different, in a very real sense, to any circumstances we find anywhere in the system. There is often, unfortunately, an element of unfairness. Those people who have the honesty and courage to step forward, whether it is in this case or hundreds or perhaps thousands of other cases, are unfortunately at risk. I hope they will

get the kind of commendation and public recognition their honesty and sense of fairness call for them to get.

I know you will share with me the view that there would be no justification for doing it in this case, as against the literally thousands of other cases and other circumstances.

Ms. Bryden: Are you aware Mr. Norton has said he is going to bring in legislation to protect the job security of people who report environmental acts that are polluting?

Hon. Mr. Grossman: We protect the anonymity in these cases, but sometimes circumstances are such that one cannot always ensure that the people cannot trace events or circumstances back to people again. Sometimes they can connect events with people, but—

Ms. Bryden: You won't have very many people coming forward with information that may save the taxpayers thousands of dollars.

Hon. Mr. Grossman: Well, maybe we don't have that many circumstances where the public is being ripped off.

Ms. Bryden: I think the public would find that hard to believe.

Hon. Mr. Grossman: I don't think so. Thank you for reviewing that with us.

Mr. McGuigan: I'd just like to ask Dr. Dyer, is the system of commercial people delivering a medical gas free of accidents? Is there a fail-safe mechanism whereby one couldn't attach an oxygen mask to a gas bottle that contains some other gas?

Dr. Dyer: Yes. The gas supply systems are particularly adapted to avoid that sort of thing. In hospitals and everywhere else, the valves that connect to oxygen tanks will not connect to acetylene tanks or carbon dioxide tanks and so on. They have reverse threads on them, different size nipples, and so on.

There is also colour coding. All oxygen tanks are green in codes, and so on. There are really stringent fail safe mechanisms that are built into medical gas supply systems so that you can't get them mixed up.

I say that because at one point there were mixups. Stringent regulations were put in place to avoid that.

Mr. McGuigan: Because a hospital has had an error in the piping area that—

Dr. Dyer: In the central gas supply, in the plumbing; both ends of it were correct, but there was a crossover in the leads. Some plumber had hooked up the lines wrong in that particular

case in that hospital and it was a very disastrous event.

Mr. McGuigan: The system as you know it is quite safe?

Dr. Dyer: Yes.

On vote 3301, ministry administration program; item 9, research:

Mr. Chairman: We're getting back to vote 3301, item 9, research. Mr. McClellan, any questions on item 9?

Mr. McClellan: I'm sure this fits in squarely in item 9. I just have the one thing I would like to spend a minute or two on this afternoon. I won't take very long. It's within ministry administration. We've been waiting for a long time—I think as long as I've been here—for the overall provincial home support policy—a blessed memory. This requires a little bit of a trip down memory lane.

I have Frank Drea's estimates leadoff speech from October 1981, wherein Frank announced a part of the home care program. When he announced it, he said, "I regard our new program then as a major step forward in the development of an overall provincial home support policy that will encourage and enable citizens to live in their homes and communities, rather than requiring unwanted and unneeded institutional care."

The consciousness within the government of the need for the policy goes back to John Anderson's interministerial report of January 1976. The province initiated a major review of home care policy in 1977, after Darcy McKeough, in an excess of zeal, threatened to cut off all the money for elderly persons' centres. The minister remembers very well what a hubbub that created all across Ontario and even in his own constituency.

Hon. Mr. Grossman: I seem to recall it.

5:20 p.m.

Mr. McClellan: Yes. So the province initiated under the totally incompetent leadership of the Provincial Secretary for Social Development an interministry review of home care policy.

I am not going to take very long, but I was, for my sins, rereading old Hansards. I will not read them all because that would take a long time. I think the promises about the overall home care support go back to 1978, although I did not go back that far. I have the estimates of the Provincial Secretary for Social Development in June 1981, and this is Mrs. Birch, page 107, for those of you who want to check the sacred text.

"I said, 'Please do comment on home support legislation.'"

This is Mrs. Birch. "Yes, I will, boss."

It says so right here.

[Laughter.]

Mr. McClellan: "You have hit upon a sensitive area." She goes on to talk about the difficulties of co-ordinating—oh, let me read it. "You know very well of the entrenchment of certain programs within certain ministries and the difficulties in bringing about a meeting of the minds." This was four years after they had started the review process.

"Are you going to produce a white paper or what?" I asked. She said, "I am not just sure. It well may be."

I said, "When are we going to have some indication of what government policy is? We have been waiting now for three years." "Do I dare say, in the fullness of time?" said Mrs. Birch. "No," I said. Mrs. Birch said, "I would be safe in indicating to you two or three months."

Two or three months. That was in June 1981. Then in October 1981 Mr. Drea released his program which was a piece of the overall provincial home support policy, but we still did not know what the policy was.

During his estimates in October 1981, he indicated the overall policy would be announced very soon.

Interjection: What page was that?

Mr. McClellan: In Hansard? That is up in my office. I can get it for you because I read it this morning in case you are wondering whether Frank was silly enough to say that. The answer is yes, he was.

Anyway, more recently, June 22, 1982—that all happens in this committee, so that is why I am bringing this to the minister's attention; everybody in the committee has all heard this dozens of times and they all remember it very well—I asked Margaret Birch—again, I am talking about the overall provincial home support policy, to use Frank's phrase—"When will the policy be released from the closet in which it has been languishing so long?" Mrs. Birch said, "Blah, blah, blah."

I said, "The question is, when will the policy be announced?" Mrs. Birch said, "I think just as soon as they finish the consultation process," and then she danced around it for a little while.

Then she said, "As I indicated, that will be finalized in July sometime. Hopefully thereafter, the announcements will take place as to the different areas where the program will be imple-

mented." Finally she said, "I am sure when you are doing the estimates of the Ministry of Health, which will be following our estimates, at that time the minister will be able to elaborate more on the policy." That is page S387.

Then we had the throne speech. When was the throne speech?

Hon. Mr. Grossman: March.

Mr. McClellan: Yes. That was the month. So we had that silliness raised in the failure of the ministry there to implement the five or six pilot projects which Frank Drea had indicated were going to be so wonderful back in October 1981. In the throne speech, they were sort of reannounced with some specificity and then today again they have evaporated. That is the second issue we will come back to.

What I want to know is, where is the overall policy? Is it ready? Does it exist? Can the minister, in the words of the provincial secretary, elaborate more?

Hon. Mr. Grossman: First, might I say in responding "Blah, blah, blah," we are consistent in this.

Mr. McClellan: Just before you do reply—not to cut you off—I did raise it a number of times when we were doing Bill 138.

The reason it is so important that the overall policy be put in place is that all the agencies and service deliverers out there are in a state of suspended animation, not knowing what the overall continuum of service is going to look like and what the timetables are for implementing various pieces of it.

Then, again, we have reforms to the Public Health Act, which assign a major responsibility for the provision of services to the elderly to our public health units. So another little piece of the same comes down, really out of the blue, and people still don't have a sense of what the whole picture is.

I am trying to convey to you a sense of urgency about the promulgation of this policy. I am hoping that you can give us some idea when the overall policy will be made available.

Hon. Mr. Grossman: Again, while Mrs. Birch has said that I might be able to give more details in my estimates, the whole point of her operation is obviously to try to pull the ministries together to handle that overall policy. I can, of course, only speak for my component of that overall policy.

We have done very extensive work through the interministerial committees. We have been

working on it over the years long before I became minister.

I have to believe that it has had some success. Whether it has resulted in a policy document which Mrs. Birch has referred to on several occasions, we have done our work and I think the other ministries have.

Pulling it together and moulding it into a final document, showing a continuum of responsibility, is not an easy task. Nothing would be delayed while that exercise was under way. The ministries agreed that the homemaker program would be undertaken and with great speed. This has not gone as quickly as I would have liked. I do not make any bones about that. I hope to have the homemaker program up and running in at least a couple of those areas, if not all of them, perhaps before the end of the fiscal year, and if not, shortly after.

It is very fair of you to comment on the time delays, and with the homemaker program being undertaken, I understand that. But I would cite—

Mr. McClellan: Let us come back to that, if we can. I would not mind having some discussion about the reasons for the delays. First, I would like to nail down the question of the overall policy.

Hon. Mr. Grossman: In simple terms, I can say that extensive work has been done in our own bailiwick, which is provision of some of the home services to the homemaker program. The work is done. Implementation of the program is what lies ahead now. That is not being held pending any overall policy document.

As well, in order to take the work that has been done to the secretariat, its final step, to mould that into bringing the nursing home problems and some others together, as you know, we have a very extensive review of health care to the elderly under way.

I hope you will at least bear with me on this point. I do not undertake studies to shelve them. It is a study that is being done and will be completed some time next year.

Mr. McClellan: In 1983?

Hon. Mr. Grossman: Yes.

Mr. McClellan: Is that a piece of the overall policy work? It seems to me that this is not necessary as part of the overall policy statement. We know that you are the lead ministry regarding the provision of long-term residential care. At least I think we do; maybe we don't. I don't know.

Hon. Mr. Grossman: The point I am trying to make is that the overall review deals with continuing care and all those sorts of issues. However, what I am doing right now is taking the lead from that sort of discussion, which we have had extensively in the policy committee, and going down towards implementation of some of the goals that the overall review set.

For example, the effectiveness of CPS, the co-ordination placement services, is the implementation of some of the goals and strategies that were spoken of during that review. We're dealing with some of the nursing home problems, the heavy cases. That's the program, and now we're moving into that step.

5:30 p.m.

We're implementing on the ground level some of the conclusions that the study kicked out. We're now taking that into program changes, which is the goal of the exercise.

The absence of the public release of the overall strategy from which we are working is something which—I hate to say this to you, but it is the responsibility of the secretariat which brought the people to co-ordinate it. I would also make it clear that, in terms of a single comprehensive document, I have been briefed on many of the components of that discussion and the review. I haven't seen the single document myself.

Mr. McClellan: Does it exist?

Hon. Mr. Grossman: I believe it exists. I don't know if a single document exists in the policy field as of today. I have been charged with the implementation of very many things: CPS, the chronic home care program, the homemaker program, the review of the nursing homes, the day hospital concept, and so on. We're doing our end here at the Ministry of Health to move to implementation.

Mr. McClellan: That's easy for you to say.

Hon. Mr. Grossman: It was.

Mr. McClellan: But it is really preposterous that it has taken since 1977 for the government to figure out what the elements of a comprehensive home care policy are—not programs, but policy—and then to sort out who is going to be responsible for doing what, getting the legislation, the administration, the programs and the financial support into place.

You've had five years. The government has had five years. Mrs. Birch has had five years to do this. There has been a treadmill of consultation processes, a succession of white papers. One of them was even leaked. It was quite

obvious from the document which I happened to see back around the fall before the last general election—it was obviously a working paper—that there was a complete impasse between the ministries of Health and Community and Social Services regarding the division of turf and territorial imperatives.

Nobody seems to be able to cut through that stuff. You get stuff coming out in dribs and drabs. You do a little bit; they do a little bit. The promises are made, "The policy is coming soon, some time, next fall, next year, those estimates, the estimates after next" In the meantime, the confusion in the delivery field is fairly acute.

Hon. Mr. Grossman: It's hard for me to translate for you how the policy develops, but I assure you it happens.

Mr. McClellan: By osmosis.

Hon. Mr. Grossman: It's just hard to translate into a piece of paper. It really works, I would argue, fairly successfully. The policy field discussions are really quite good and thoughtful when you contemplate the fact that our policy committee is small. The policy field is small.

All the programs that come out, be it homemaking or chronic home care or CPS, have had lengthy discussions at the policy field. At that time, we have senior staff and the three or four ministers there. It's far different from a cabinet table where there are 28 or 29.

Mr. McClellan: That would be quite easy.

Hon. Mr. Grossman: To do it with 29?

Mr. McClellan: No, with three or four.

Hon. Mr. Grossman: That's what I'm saying.

Mr. McClellan: That's why I don't understand why it takes five years to develop something like this.

Hon. Mr. Grossman: I think you are suggesting that in the absence—

Mr. McClellan: I didn't promise an overall home care policy; the government of Ontario promised it. They had an elaborate consultation process between 1977 or perhaps 1978 and 1980-81 with hundreds and hundreds of service providers involved. People don't participate in these processes just because it is fun or because they have nothing better to do. It was in aid of the development of a provincial policy. We have been promised that policy every year since 1980. I just want to know why we don't have the policy.

Hon. Mr. Grossman: The single point I wish to make for the Ministry of Health is that all of that work was not done for nothing. Let me only

speak for my 11 months here. All of that work left me in a position where I have an extraordinary base of information upon which we could get into some of the further questions we are now into.

As well, all of that work resulted in the homemaker program, the chronic home care program.

Mr. McClellan: Which we still don't have in Metro.

Hon. Mr. Grossman: But we have it almost everywhere else. The only point I wish to make is that any suggestion that all this consultation occurred and then nothing resulted would be, I think, a little unfair.

Mr. McClellan: No, I didn't say that. Some real progress has been made. The program Frank Drea announced last October was a significant program. Chronic home care is a significant program. The fact that it is being moved from a means-tested basis to an insurance basis is all very significant. We still don't know who is supposed to be in charge in any given community or who is responsible to make sure that a structure of home care services on some kind of continuum is in place, is co-ordinated, is being phased in. What is the unit of responsibility in a given community?

Are there going to be a number? Because it's such a huge, varied province, are there going to be a number of different models or is there going to be one model or is there any model? Does anybody know? Is it all going to be ad hoc with the co-ordination placement services in Hamilton based on one set of relationships and a different kind of CPS in another community based on an entirely different set of relationships with different funding mechanisms?

You don't organize other aspects of public service on this haphazard, ad hoc way. You just don't do things like that. It seems to be quite acceptable in the social service and health service fields here to sort of muddle along. I'm sure the minister recognizes that is totally inadequate. The gaps in the system are huge just around meals on wheels.

The Vice-Chairman: Gentlemen, I don't wish to be too intrusive, but unless you have anything new to add, I wonder if we may have an impasse.

Mr. McClellan: I think it's important to badger the minister right up to the end.

The Vice-Chairman: I would like to give Mr. O'Neil an opportunity to put his question.

Mr. McClellan: Maybe it will come through. Let's come back to this.

Hon. Mr. Grossman: Let me just respond quite briefly, and then we can come back to what I think is an important issue.

I guess all the ministers involved are concerned as to how we handle our different responsibilities and make sure they're all linked up to provide a continuum of care. There is no question about that. I think it would be a mistake to lump, for example, all the Ministry of Community and Social Services responsibilities in the Ministry of Health and vice versa. Legitimately, the Ministry of Community and Social Services is a social service circumstance instead of a health circumstance. It wouldn't necessarily improve things.

The question is, how well are we working together? I would have to say when you look at the long-term care studies done by the district health councils you find an extraordinary amount of work there. There is a compilation and a catalogue of the services available in the community for long-term care, providing an important working document to make sure the kind of unco-ordinated thing you worry about is not occurring.

5:40 p.m.

The significance of the home care program should not be missed because it is one ministry's—in this case Health's—delivery of Community and Social Services' program in part, so as to have a smooth co-ordinating mechanism in the community.

I also want to say that we are working with our sister ministries towards the possible establishment of geriatric assessment centres so that the variation you are concerned about is dealt with. At the present time, I am fairly comfortable that there is a good array of services there. I would not be honest if I did not express some concern with regard to the co-ordination of all the services.

In north Toronto we have probably the finest example of what can be accomplished simply with centralized co-ordination; yet it is not done by my ministry. I am talking about the co-ordinated services for the Jewish elderly. It is a fabulous job. With the existing services, they have just brought them together better, and yet it is not run by the ministry. I think the other side of that coin is that the success of that indicates that there is something more that can be done through co-ordination. I think some of that comment you make is fair.

Mr. McClellan: When are we getting the policy?

Hon. Mr. Grossman: I do not know. I will see if I can help you by next day.

Mr. McClellan: All right.

Mr. O'Neil: I do not know whether this actually falls within this vote. You may have to give me a little latitude, Mr. Chairman. We are talking about the policy within the ministry. I wonder if I might ask something that has been on my mind for a while, and that is policy within your office and the way that you and your staff deal with inquiries that you have from MPPs. Do you have any policy that you have laid down, instructions you have given to your own staff, your deputy or the staff underneath them?

Hon. Mr. Grossman: Quick, honest and by telephone, if possible.

Mr. O'Neil: I have encountered a few little problems in the last while. I have had problems getting correspondence answered. I have had problems getting phone calls returned. It seems to be that some of us in the opposition benches sense that certain instructions have been given to those people not to co-operate with opposition members. Of course, with the rumour that you are aspiring to higher things, it makes some of the opposition members put their backs up a little bit. If there is anything they can do to bring you down a peg or so, they are ready to do it. I do not know whether you are aware of this or whether it is on your own instructions, but it is something I have encountered and I know that other people in the opposition benches have too.

Hon. Mr. Grossman: I do not think, with respect, that is a universal experience. It could be, as I discussed earlier here, that some of the mail problems are due to the fact that since I have come into the ministry I have wanted to see every piece of mail that comes in and goes out, which is not always the case, for the sake of time, but I have always followed that practice, particularly with the mail load in this ministry.

I want to make it clear that in most cases it is not the civil service and not the minister's office, but it is the minister who is taking time to read an extraordinary amount of mail, both coming in and going out. I am trying to deal with that problem. It does require about two and a half or three hours a day, which I do in the evening to try to keep that mail moving.

Mr. O'Neil: I cannot blame you for that and I think it is a very smart move. I would give you one example—I have tried to speak to Dr. Dyer on this—about the nursing home beds in the Trenton area. On numerous occasions I have

called Dr. Dyer's office and I have talked to the girl in the office. I have left a message for either Dr. Dyer or somebody to get back to me, and over a matter of two or three weeks or a couple of months, nobody ever did. I spoke with you in the hall on this specific matter, and I think I wrote you a letter on October 16, and that letter still has not been answered.

Things like this, as I said, just do not sit well with opposition members and they do not sit well with me either, and I am usually more than praiseworthy about the civil servants that we have. When I run up against something like this, as I say, I am not too pleased.

Hon. Mr. Grossman: I will ask Dr. Dyer to respond to that because that bothers me quite a bit. May I say to you that I have always tried to follow the policy that if there is information the opposition wants, it is its right to have it. In fact, I think some of your colleagues on the opposition benches will find that some information they have been seeking has come out as soon as they have asked for it. We are trying to get that information out there.

Mr. O'Neil: Again, I used one specific case as that one sort of harps with me. I have people in the city of Trenton, municipal and other people who are asking me what is happening on this, and I am not getting an answer from you or from Dr. Dyer or from staff.

As I say, in most other ministries—I would say 99 per cent—when we have an inquiry, we get a letter within a week or two at the very latest; the minister calls or they deliver the letter by hand.

Hon. Mr. Grossman: I am sure you will recall that when you were my critic in another ministry, we did not have any problems in my office. I think most of the experiences we are having here—I will let Dr. Dyer speak on that specific one—are relating to the problem I identified. If we have time, Dr. Dyer will respond.

Dr. Dyer: I am sorry, I thought I had responded to your letter. I know I usually do as I know the problem is there. When nursing home beds have all been allocated, we indicate where they are going. However, we did not want to give a no to those that had no beds.

Mr. O'Neil: Okay. I would like to have a letter from you on it. I am not looking for an out or something like that, but I think, just out of courtesy, I am entitled to an answer or a telephone call, which I have not been getting. If I could get something from either yourself or the minister, just spelling it out for me, so I can

let these people know what is happening, I stand adjourned until Monday next following
would sure appreciate it. routine proceedings.

The Vice-Chairman: This committee will The committee adjourned at 5:48 p.m.

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From the Ministry of Health:
 Dyer, Dr. A. E., Associate Deputy Minister, Institutional Health Services
 Psutka, Dr. D., Executive Co-ordinator, Emergency Health Services Group



Legislature of Ontario Debates

Official Report (Hansard)

Standing Committee on Social Development
Estimates, Ministry of Citizenship and Culture



Second Session, Thirty-Second Parliament
Monday, January 17, 1983

Speaker: Honourable John M. Turner
Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Monday, January 17, 1983

The committee met at 4:06 p.m. in room 151.

ESTIMATES, MINISTRY OF CITIZENSHIP AND CULTURE

The Vice-Chairman: Members of the committee, in the absence of the chairman, who I think is on his way, we will commence the sittings of this committee considering the estimates of the Ministry of Citizenship and Culture.

There are five hours allotted for consideration of these estimates. We will start with an opening statement by the minister, if all members are agreeable. We would then have the replies by the opposition critics before we get into questions by the members of the committee and the item-by-item consideration.

Mr. O'Neil: Mr. Chairman, realizing that we only have five hours, I have a series of 25 questions which I would like to submit to the minister and his staff, so that the staff might have a chance to look over these questions; so that we will have, I hope, some answers. I will leave this with the staff, if I may.

The Vice-Chairman: Very well. Are there other questions or points? If not, then the honourable minister.

Hon. Mr. McCaffrey: Mr. Chairman and members of the committee, it is a great opportunity to go through your first estimates as a minister, in particular for a ministry that is brand new. We are now 10 or 11 months young as a restructured and renamed ministry, the Ministry of Citizenship and Culture.

I know there are a great many areas of concern to members of the committee, particularly the two opposition critics, who are the only opposition members here today. Five hours is really not very much time for a ministry that is complex, exciting and innovative. I am in the hands of the committee, Mr. Chairman. I am in your hands, but I would waive—

Mr. O'Neil: Since the minister made note that there are only two opposition members here, might I mention there are also, I believe, only—how many members of the government here? They are short quite a few of their members also.

The Vice-Chairman: I'm not sure that debating this point is of any particular value.

Mr. O'Neil: The minister put in a little jab there and I thought we should reply.

The Vice-Chairman: Certainly; let the record show that.

Is the minister indicating that he would waive his opening statement?

Hon. Mr. McCaffrey: Yes. I think there are two things I might just allude to, with your permission, that have been of some concern of late. One is clearly the matter of the McMichael gallery renovations.

It's not that many weeks ago, if memory serves me correctly, when there was a motion in the assembly that we have a special hearing on that matter. For a variety of reasons it was not possible to accomplish that. I know, though, from my discussions with my opposition critics and other members of the assembly, that is an area they would, quite properly, like to pursue in the short time we have.

Second, and the last point I would like to make, is that there has been a lot of concern—I have received hundreds of letters and a number of questions in the assembly—about the proposed cutbacks to the ministry and, therefore, the proposed reductions in transfer payments to the agencies, the Ontario Arts Council in particular. I think that each of the two opposition critics have asked that question or related questions upstairs.

Again, I say I am in your hands. It is an exciting, active ministry. Five hours is really not very much time. We might be best able to serve the process here if we respond to the concerns of the members of the committee.

Mr. Chairman: Since you have waived your official statement and made your introductory remarks, we will begin with a statement from the official opposition.

Mr. O'Neil: Thank you very much, Mr. Chairman. I would also like to mention to the minister that we now have two additional Liberal members here, Mr. Boudria and Ms. Copps, so we are out in full force.

Mr. Gillies: Mr. Chairman, speaking to the same point, there are four members of the Progressive Conservative Party here, which on any given day is worth at least six Liberals.

Mr. O'Neil: You would almost have a majority, wouldn't you?

I would like to say to the minister that I realize we only have five hours in which to go through your estimates, but I am a little disappointed. I thought you would have come in with a prepared statement, something we could have either examined during the estimates or some time this evening to see if there were any points we would like to take you up on.

It's usually the process that the minister does come in with a written statement. As I say, you have chosen not to, but it would have been nice if you had.

As mentioned a few minutes ago, I put on record with the staff—

Mr. Chairman: If I could just intervene for a minute, the minister mentioned to me at least, prior to the meeting, that he has a statement he could read.

Hon. Mr. McCaffrey: I have a statement I could read or distribute, but I see it as eating into your time.

Mr. Chairman: For the sake of giving more time to the members of this committee in questioning him, he gave the choice to the committee whether or not you wanted him to—

Ms. Copps: On the point of order, Mr. Chairman, I wonder if the minister might bring us up to date as to the present status of the potential 15 per cent cutback. I'm sure the committee would be interested in whether the minister has responded to the hundreds of letters he has received with a softening of his position or whether cabinet has prevailed upon him to soften his position with respect to the projected cutbacks.

We would like to be brought up to date on that. We have passed the Christmas period and people are wondering whether the status remains the same as it was when the announcement was made.

Mr. Chairman: Let's go back to the first one. If the majority of the committee feel they would like to have the minister read his opening statement—

Mr. O'Neil: What we would like is a copy of the minister's statement. That will save some time. It gives us a chance to look through that statement, either during the hearings or some time this evening, to see if there is anything else we would like to take him up on.

Mr. Di Santo: I agree with the Liberal critic. We should at least have a copy of the statement because we are sure that the minister in his

statement will address the major issue under discussion, which is the 15 per cent cutback. Unless we have the minister's statement we do not know what his position is.

Mr. Robinson: Mr. Chairman, I think if the matter of the statement is going to come into debate at all then it is incumbent upon the minister to read it into the record and provide the committee with it up front. That way we will all have the benefit of whatever inflections he may give to it or any emphasis that is given along the way to know exactly what his position is. It will likely save time later on by not having to take it apart paragraph by paragraph without the benefit of his presenting it in the first instance.

Mr. Chairman: I seem to detect a general consensus that you would appreciate it if the minister would read his statement.

Ms. Copps: And that we have copies.

Mr. Chairman: And that copies then be given to every member of the committee. Do we have copies?

Hon. Mr. McCaffrey: They are here.

Ms. Copps: Can they be distributed?

Mr. Chairman: They are being distributed.

Hon. Mr. McCaffrey: I am happy to have this opportunity to come before you today to present the very first estimates of the Ministry of Citizenship and Culture. In discussing our accomplishments, I will begin with the citizenship component of the ministry. Following that, I will provide honourable members with some outstanding statistics in the arts area. In the light of recent criticism levelled against the ministry, these statistics uphold our stand of outstanding continued support in the arts since the ministry began in 1975.

As we see it, citizenship must be placed in the context of our multicultural society. The multicultural policy to which the Ontario government is firmly committed makes room for the reality of our cultural diversity. At the same time, all of us should be fully aware that we have a common future above and beyond our diversity.

My ministry's programs in the multiculturalism and citizenship division describe a kind of progression. In the last fiscal year the newcomer services branch provided 23,700 newcomers to our province with multilingual reception services at the Toronto International Airport. The branch also provides grants in support of community language and orientation classes.

Welcome House in downtown Toronto, which

a number of us had a chance to visit as a group eight or nine months ago, also offers language classes. Last year it provided 7,788 family heads with multilingual settlement information and referrals. In addition, the branch gave grants of \$44,950 to eastern European self-help organizations.

The citizenship development branch fosters a climate of mutual understanding, appreciation and respect among the more than 70 ethnocultural groups in this province, for those who have arrived recently and for those who have already established themselves in communities across Ontario.

The citizenship development branch allocated 36 grants for intercultural development projects, worth \$549,152, and 18 grants for leadership development, worth \$73,902, for a total of \$623,054. Citizenship grants from proceeds of the Wintario lottery, which promote the same intercultural objectives, were awarded to 219 new projects for a total of \$1,523,399.

Parallel with these programs is the work of the native community branch, which supports the preservation of the heritage of our native peoples and assists native communities in social and economic development. The native community branch helped 12 native communities and businesses through the services of experts in small business enterprises and made grants for small business development. For these and similar purposes, the native community branch provided grants to 144 native-initiated projects and activities to a total of \$2,069,888.

These are just a few examples of how our multicultural and citizenship division lives up to the objectives of its title. Turning to the other half of my ministry's title, culture, it is through my ministry's arts, heritage and libraries division that the province's important cultural institutions, organizations and groups receive the government's basic support.

For the past two years we have been devoting considerable energy towards carrying out and completing the Ontario public libraries program review begun in 1980. By the end of the month I expect that we shall have a green paper in the hands of the library community for its comments and suggestions. After a brief feedback period, we will carefully analyse the comments and recommendations and prepare the appropriate legislative amendments.

Our libraries and community information branch also support 53 community information centres in order to facilitate public access to

information and services of the government and other organizations.

In the important area of the arts, there is a compelling story to be told. The explosive development of the arts in Ontario in recent years is a source of pride for any minister of culture, but that pride is tempered by the frustrating reality, on the one hand of high public interest, and on the other hand formidable financial challenges. The paradox is that both appear never to have been greater.

On the growth side, here are some statistics. In 1971 there were 21 orchestras in our province. Today there are 44. In 1971 there were 12 professional theatres, including the world-renowned Stratford and Shaw festivals. Today there are 84 theatres, including Equity, non-Equity, children's and summer theatres.

A decade ago, only a handful of Ontario publishers produced far too few Canadian-authored books each year. Today, thanks in part to the Ontario government's assistance, there are 50 Ontario publishers putting out some 400 new trade books this year.

Ontario's cultural industry provides full-time jobs for 50,000 people, contributes \$3 billion to our province's economy, and returns \$200 million in sales and other taxes to the provincial government.

How has a lot of this been accomplished? First, by the ongoing support of this ministry. Since 1975 the average annual increase of funding of the arts from the Ministry of Citizenship and Culture has been 23 per cent per annum. This includes only arts spending, it does not include heritage spending, funding of TVOntario, the Royal Ontario Museum, CJRT or the Royal Botanical Gardens.

As members know, the Half-Back program is designed to increase public demand for the fine work of our outstanding Canadian artists. Previous programs have focused on the book and magazine publishing trade, the recording and film industries and the performing arts. The new Half-Back program, launched November 1, is for all books by Canadian authors, regardless of language, content or publisher. At present, more than 460 book stores in 124 communities have agreed to participate in the current program. For the first time, a new discount level of up to half the price of the book, to a maximum discount of \$15, has been established. We estimate that, by February 1, the public will have redeemed close to 700,000 Wintario tickets to purchase Canadian-authored books. That

figure is double our best estimate of only one week ago.

4:20 p.m.

Members have heard a great deal about this ministry's Wintario Arts Challenge Fund, which was established to help our major organizations help themselves cope with sharply rising operating costs. That fund provides \$2 for every new \$1 that is raised by major arts organizations with operating budgets of \$250,000 or more. Thirty-five organizations responded to the challenge. In the last fiscal year the ministry paid out \$2 million in Challenge grants. The estimates that this committee is considering propose that the ministry pay out roughly \$3 million in the current fiscal year. To date, \$4.6 million has been raised by the participating organizations over and above their previous fund-raising level.

In the past year the heritage conservation programs of my ministry and the initiatives of the Ontario Heritage Foundation, for which I have responsibility, have produced strong results. The foundation has embarked upon a co-operative venture with the support of the Ministry of Natural Resources and private sector conservation agencies, including the Nature Conservancy of Canada.

This initiative is designed to stimulate the acquisition or protection of lands of natural heritage value by the foundation. Over the years the foundation has had considerable success through the generosity of private donors. It gives me pleasure to note that the Ontario Heritage Foundation has very recently received the Ontario government's largest single donation, which came in the form of a bequest from Mr. and Mrs. Stewart Bennett of the town of Halton Hills.

Various hurdles in the form of civic approval of plans for the restoration of the historic Elgin and Winter Garden theatres in Toronto have now been cleared. These theatres were acquired with proceeds from the Lottario lottery and were entrusted to the Ontario Heritage Foundation. Commencement on the actual work of restoration is expected to begin later this winter on this truly unique pair of historic theatres. When completed, the Elgin-Winter Garden complex will be of enormous value as a stimulus to the theatre industry of Toronto.

By way of an aside here, I might urge those members of the committee and other colleagues who have not yet had a chance to visit these theatres to do so. We would be happy, upon

request or a phone call, to arrange such a tour. You know me; hell, I will even get you a bus.

Mr. Gillies: That is okay; we can walk.

Hon. Mr. McCaffrey: They really are exciting facilities to see. I would urge you to do it because the renovations, when they begin, will in some ways take away one of the most exciting aspects of it. It is like going into a time capsule. You are going into a building that has not been used at all for some 50 years, and it is incredible to see the state of pretty good repair that has persisted.

During the course of 1981, also with Ontario Heritage Foundation assistance, a major archeological salvage operation was carried out by the ministry in the harbourfront area of downtown Kingston. Another archeological project of great interest involves the two US men-of-war, the Hamilton and the Scourge, sunk in 1813 off Port Dalhousie during the War of 1812. Sunk during a violent storm, they went down virtually intact, taking most of the crew members with them. The Hamilton and Scourge remain on the bottom of Lake Ontario as almost perfectly preserved specimens of warships of the period.

Incidentally, the ships have been the cause of international attention and were featured as part of a recent Jacques Cousteau special on the St. Lawrence and the Great Lakes. I do not know if you had a chance to see that program.

Mr. Chairman: No, I have not.

Hon. Mr. McCaffrey: Son of a bitch, I missed it too.

The Archives of Ontario, an integral part of my ministry, preserve the knowledge of Ontario's past contained in records from government offices and private sources and make these accessible to the general public. They serve, among others, government officials, university staff, lawyers, architects, geologists, economists and the media. In the past fiscal year the archives received 50 municipal deposits of documents and served 17,554 interested researchers.

The Ontario Science Centre, another agency of my ministry, promotes interest in and informs the public about science and technology through exhibits and demonstrations. Honourable members will recall that the science centre mounted the internationally acclaimed exhibition, China, 7,000 Years of Discovery, which ended its six-month display period last October 31. A co-operative venture with the China Association of Science and Technology, it attracted a record 1,150,000 visitors. The exhibition gener-

ated very cordial relations with the Chinese visitors and the Chinese-Canadian community.

The Royal Ontario Museum reopened in September after 20 months of renovation. Its successful fund-raising efforts supplemented my ministry's grants and those of other governmental levels. The new clustering approach to displays marks a milestone in museum methodology.

The McMichael Canadian Collection reopened in October after a year of renovations with a 72-painting exhibition by A. Y. Jackson which was very well received.

The Ontario Arts Council has so many irons in so many fires that isolating one example of its accomplishments is not easy. A small grant which it gave to the theatre company that produced the highly innovative play *Tamara* led to a resounding success and several Dora awards. Doras, as you know, are the Toronto theatres' awards for excellence. The arts council also supports the folk arts councils, the multicultural theatre and native arts and crafts groups.

The Art Gallery of Ontario had a brilliant year, as evidenced by the art critic of the New York Times, who named the Turner and Van Gogh exhibitions as two of the top three exhibitions in North America for the year.

Mr. Chairman, though this statement is essentially a review of last year's accomplishments, I think the honourable members may be interested to know the latest on TVOntario's first ever, on-air, fund-raising campaign of November 6 to 13. As of January 6, 7,462 new members contributed \$242,000, and there was a response to a direct-mail campaign in November from 9,832 new members contributing \$337,000.

I am sure you will all agree that this is a most encouraging sign of the public's real devotion to quality TV programming and its continuing support of TVOntario, as well as a promising sign for expanded sharing of resources between the public and private sectors in the cultural area. TVOntario is very much in the news these days in other ways as well. It will be among the first broadcasters to switch on to the new Canadian communications satellite, called Anik C3, which the Columbia space shuttle put into orbit recently.

By the end of January the new TV transmitters in Owen Sound and North Bay will be fed from Anik C3. By the spring the whole network of TVO will be fed from the new satellite. Last October I had the pleasure of officially opening a new transmitter in Timmins. Two transmitters for the Muskoka region are on the drawing

board. What all this means is that the unique broadcasting of TVOntario will soon be available to 94 per cent of the entire province.

Radio station CJRT-FM is well known for its educational programming, besides its regular broadcasting. I was pleased to participate in CJRT's radio fund-raising campaign. It is worthy of note that the station raises 40 per cent of its annual budget by its own efforts, and that number has been rising annually now for at least a half a dozen years.

I would like to make some comments about the Wintario grants program of my ministry. During the last seven years Wintario programs have had a tremendously positive social and economic impact on virtually every community in our province, and while travelling throughout the province last summer I was impressed by the enthusiasm, vitality and program quality of our grass-roots multicultural groups, arts organizations, libraries, community museums and historic sites, all receiving strong assistance from the Wintario grants program.

4:30 p.m.

More than 9,000 grants, valued at \$55 million, have been made to community organizations, large and small, for special cultural and citizenship activities. In addition to program grants, thousands of grants, valued at \$70 million, have helped underwrite the renovation and construction of community libraries, museums, theatres, art galleries and cultural centres. Applications for the current capital program are being reviewed, and we expect to make an announcement of new projects very shortly.

In partnership with community groups, the Wintario financial investment has been substantial. On the capital side we estimate that the \$70-million Wintario investment has helped stimulate about \$180 million in construction. Those projects together have involved 3,792 man-years of work. In all, it has been estimated that every Wintario dollar invested in cultural activities and facilities ultimately generates \$2 to \$3 in economic impact.

Positive economic impact has always been a major consideration with regard to Wintario, but certainly never more so than today. To support that contention, we have made two changes in the Wintario grants programs so that they will have the fullest possible impact on the provincial and national economies.

First, we are now paying attention to buy-Canadian features of any Wintario grant application. Our target is a minimum of 80 per cent Canadian content. We realize there will be

certain projects in which the goods required are not manufactured in Canada. We have also made a change in the travel categories. We are now funding travel only within our province. This will affect both the transportation and the hospitality sectors.

We must also pay more attention to the whole idea of self-sufficiency. The Ministry of Citizenship and Culture provides three categories of Wintario assistance which help grant applicants in skills training, fiscal development and audience and membership development.

Mr. Chairman, members of the committee, this concludes my review of the ministry's accomplishments and immediate plans. I will be happy to expand on any of these points that may be of interest to honourable members.

Mr. Chairman: Thank you, Mr. Minister, for your opening statement. Do you have a question, Mr. Boudria?

Mr. Boudria: Maybe it is a point of order; I am not sure. Is there something missing in this, Mr. Minister, or did you choose not to refer to all to the archaeological and heritage programs of your ministry any place in your opening remarks?

Hon. Mr. McCaffrey: I referred to it.

Mr. Boudria: You did? The Ontario Heritage Foundation?

Hon. Mr. McCaffrey: On several occasions.

Mr. Chairman: If you saw the program by Jacques Cousteau you probably would have heard some of that.

Hon. Mr. McCaffrey: Pages nine, 10 and 11 make reference to it.

Mr. Boudria: That is not on the archaeological part; but that is okay, I will raise it at question time.

Hon. Mr. McCaffrey: Yes. I know there was one specific building you were concerned about under the Ontario Heritage Foundation, a reference to which was made, I think, several times.

Mr. O'Neil: Mr. Chairman, I will not only comment on the minister's statement but on a few other things we would like to bring to the attention of the committee. Possibly the minister can touch on those in his reply. I think one of the things that has generated some or most correspondence for members of the Legislature of all parties has been the letters we have received from the arts community around the province concerning the possible cutback, and I say "possible" because I understand that no

final decision has been made. Has it, Mr. Minister?

Hon. Mr. McCaffrey: No.

Mr. O'Neil: I notice in your opening remarks you mention something about those years where the increases ran at about 23 per cent. If you take inflation into account and the lack of funds provided to the arts in previous years, I think likely you could lower the value of those increases. The percentage increase of 23 per cent looks pretty good, but taking into account the number of years the arts community worked on such a low grant system from the government, it would not look that good at all.

We have received, as you have, Mr. Minister, numerous letters. We wonder if you will give us some sort of a clear statement as to how you feel about this, any comment that you are receiving from members of the government, so the Ontario Arts Council and the people in the arts business know just where they stand. If you are talking about the present proposed cutback of 15 per cent, taking inflation into account, you are talking of somewhere about a 25 per cent cutback in any future budgets that these people may have.

As you are aware, the majority of grants that go out from the Ontario Arts Council go out in the way of salaries or wages of people who are employed with these different arts groups. If you start cutting them back an average of 25 per cent, we in the Liberal Party can see that this is going to have very serious effects on the operations of these companies and groups to the point where they may be forced to close their doors or fold.

As I say, I think you, as the minister, should be fighting very hard in cabinet, especially when we come down with wage guidelines in the area of five and six per cent as possible increases to staff. If you start cutting back these arts groups in the vicinity of 25 per cent, when the majority of that goes towards salaries, you can see where you are not altogether being fair to these groups at all. When we look at the amounts of money that have been handed over to these groups, as I say, there has not been that great an increase over the years.

I wonder if I could get clarification on that letter that went out from your ministry to the Ontario Arts Council, of which we have copies. As I mentioned, we estimate that the average annual income for artists of all descriptions is now only slightly over the \$9,000 figure. We are expecting a lot of these people to give many hours of their time, yet they only come up with a

salary around that amount. Again, the minister would appear to permit salary increases of five per cent, but he is truly cutting the salaries of artists in the vicinity of somewhere between 15 and 25 per cent.

The grant structure of 1981-82 is 28 per cent less than that of five years ago in real dollars, due to inflation. Even though you have mentioned 23 per cent, the actual grant structure of 1981-82 is 28 per cent less than five years ago in real dollars due to inflation. The ministry has attempted to say the grant reduction is under negotiation, but as of last December our sources advise that the OAC had been unable to make the ministry understand that cutting grants would be cutting salaries to artists and/or creating unemployment in that field.

I would like some clarification on that, as I feel all of these groups that have written to us, and many that have not written to us as of this date but have called me, will be receiving additional information.

We also experience some difficulty, with the change in ministries and the change in names, in knowing just whom we should be dealing with, and it is not only the offices here. I know you have sort of a chart put out showing who is handling what, but even among the staff there seems to be some confusion as to whether we should call this ministry or that ministry.

I wonder if I could have your comments on where this reorganization stands now and whether there is going to be any further clarification, any straightening around of the responsibilities of people within certain segments of your ministry and the other one.

In looking at the estimates of the funds, one could have imagined that there would have been absolute reductions in your ministry's budget, from handing over certain functions and responsibilities to other ministries. In 1980-81 the estimates were \$190.7 million; the 1981-82 estimates were \$202.6 million. The 1981-82 prorated estimates, due to the transfer, were \$159.1 million, which gave us the 1982-83 estimates of \$221.8 million.

The increase between the 1980-81 and 1981-82 estimates is 6.2 per cent; the increase between the prorated 1981-82 and 1982-83 estimates is 39.4 per cent, the increase being adjusted in the 1981-82 and the 1982-83 as 9.5 per cent, or \$19.2 million. Therefore, the major difference in expenditures is the addition of the \$39.2 million in transfer payments, being the Lottario grants. Delete this sum and the increase between the prorated 1981-82 estimate and the 1982-83 fig-

ure of \$182.6 million is \$23.5 million, or 14.8 per cent.

4:40 p.m.

Given this reduction in ministerial responsibilities and the services provided, and making the above-noted financial adjustments to make the budget more properly comparable, one has to ask the minister to account for a nearly 15 per cent increase in spending. If you come up with a 15 per cent increase in spending, I would like a comment on that, going back again to where you are trying to cut back the Ontario Arts Council by 15 to 25 per cent, depending on the inflation rate.

We have one other area I would like to mention and which you did not seem to touch on at all today, which is the McMichael problem. Between the two sessions in the spring there was some discussion that we would possibly have a four- or five-day period when we would discuss this, and that you, as the minister, and your staff would bring forward information on the tremendous increases over and above what had been estimated. I wonder if I could have your comments on that.

Hon. Mr. McCaffrey: Mr. Chairman, with your permission and with great respect to Mr. O'Neil, not only did I mention it, I mentioned it first off.

It was because of my sensitivity to the fact that this committee has five hours only, as I said and the record will show that, to cope with an exciting and dynamic ministry I said that in deference to your time I would waive the standard procedural habit of reading a piece of homework in order that you could get at two things, the McMichael cost issue, which had been raised in the House, and the matter of the cutbacks, particularly those that have been associated with the Ontario Arts Council.

Mr. O'Neil, in fairness, it was not only not left out, it was singled out as a reflection of your desire, and the desires of those of us who are responsible for spending public money, to see this matter resolved once and for all.

Mr. O'Neil: I realize that, Mr. Minister, and I am not trying to say you did not raise it; I know you did. What I am asking you, and I think it is a very important question, is whether you propose to touch on it further as our discussions go along, preferably giving some sort of confirmation that we will be given four or five days in the very near future to discuss especially the McMichael problem. That is what I would like

to do. Whether you want to answer that now or whether you want to answer it later on—

Hon. Mr. McCaffrey: I think we are both on the same wavelength on this. I am not in a position, neither is anyone in this room, to say that this or any other committee is going to set aside X number of hours at some time in the future to discuss issues. I do not do those kinds of things; House leaders do.

I am in your hands as of right this minute and, believe me, we are not only prepared but anxious to discuss the investment that has been made in the McMichael gallery.

Mr. Chairman: I would just like to remind Mr. O'Neil that the matter is still on the Order Paper; it is a question of scheduling it and finding the time. Having given priority to the estimates, I guess, does not preclude asking questions on the topic. I am sure the minister would be ready to answer any questions you may have.

It is still on the Order Paper and it is up to this committee to agree on the time—three, four or five days, whatever the time—to discuss that particular area.

Mr. O'Neil: I would take it that what the minister is saying is that we may not have the time in the future and therefore we should zero in now on some of this McMichael bit.

Could we ask that possibly some time early tomorrow, when you appear before the committee again, you could maybe give us a complete update on where things stand as far as the McMichael situation goes and let us know what the current overruns are, any problems you are going to run into, and whether you are going to live within the estimates that you gave us several months go and where that stands?

Hon. Mr. McCaffrey: That makes sense to me. If that makes sense to the committee, at the beginning of our estimates tomorrow we would initiate a discussion and a detailed look at the McMichael spending, if that is the wish of the committee.

Mr. Chairman: Again, it is up to the committee to decide whether you want to take it up under the appropriate vote or if you want to proceed with this tomorrow.

Mr. O'Neil: Since we have only the five hours, we should leave things pretty well open and, if we want to cover any subject, get some sort of an agreement from the committee that we can have it pretty well open. We do not want to restrict any discussion on any particular area.

Anyway, we had it from the minister or from

the chairman that this will be touched on. I will leave it at that point. It is of some great concern to us and many of the people who have called or written to us to know just where that stands.

I think it is also a concern of the minister's. You cannot be anything but a little worried when you have staff where people give you certain estimates as to what things are going to cost. Whether it would be for the McMichael gallery or the Royal Ontario Museum, the public in the province wants to know what is happening and how these things are being kept under control. Possibly on the receipt of that information, both myself and other members of the committee will have further questions on it.

Hon. Mr. McCaffrey: Mr. Chairman, if this helps, Mr. Allyn Taylor, the chairman of the board of the McMichael Canadian collection will be here tomorrow. If your first wish is the wish of the committee, that may be the appropriate time to get into that.

Mr. Chairman: Let us agree now. Is there a general agreement that tomorrow we focus on the McMichael gallery so that the appropriate witnesses will be here tomorrow?

Mr. O'Neil: Again, Mr. Chairman, I would just say that I find it is going to be very difficult to cover that subject in a matter of an hour or two tomorrow when we only have a total of five hours. I think it is a pre-warning to the minister that additional information is going to be asked for, and no way do we want to lose a chance to have that four or five days down the road for questioning on this particular area.

Mr. Chairman: There is no doubt, Mr. O'Neil, that we will not exhaust the problem tomorrow, but it is your preference that we discuss it tomorrow. There seems to be a general agreement that tomorrow will be fine with the members of the committee and, if time allows, we will proceed some time in the future for hearings exclusively on the subject of the McMichael gallery.

Mr. O'Neil: I think also in one other area it was hoped that we would have time within the five hours of estimates to be able to do a bit of questioning on the ROM. Of course, we all know that the original provincial funding capital budgets for the ROM expansion in November 1977 provided for \$44 million, subject to a 12 per cent or a \$5.3-million escalation clause, and the actual escalation was \$12.85 million or a 29 per cent increase. Again, I think we would like to have some sort of clarification on that matter if we could during the estimates.

There are a couple of other things, and I know other members would like to get into some of these things too. One has to do with the outreach program. I notice this has been raised in previous estimates in a lot of other years, but there seems to be a continuing eroding of the number of program participants and communities and artists involved in these ministry services. With the exception of the ROM outreach services, which have increased numbers of people in communities, there does not appear to be any significant developments or growth in outreach services. The ROM's museumobiles visited fewer schools and libraries and reached over 20,000 fewer visitors. I would like a confirmation on this if we could.

The Royal Botanical Gardens outreach services declined as follows: The communities served in 1980-81 were 144; in 1981-82 that decreased to 129. Community groups served in 1980-81 were 188, and that dropped down to 162 in 1981-82. Individual activities were 354 in 1980-81, which dropped down to 287 in 1981-82. The McMichael Canadian Collection forwarded education kits to 30 communities in 1981-82 but reached 44 communities in 1980-81. Public library theatre activities declined. Three fewer community galleries, one less art service organization and two fewer art galleries were assisted in this fiscal year.

In terms of access, the Art Gallery of Ontario in particular reports statistics which are a little disturbing and that are devastating in comparison with previous years' data. There were 659,907 fewer visitors to the AGO. Entrance fees remained unchanged but revenue declined \$1,106,132. Again, I would ask for your comments on that.

Nine fewer special exhibitions were mounted. There were 40 in 1980-81 as compared to 31 in 1981-82. The ministry's Outreach Ontario and Experience grants declined substantially, accounting for 56 per cent of total AGO revenue in 1980-81. These were down to 42 per cent in 1981-82.

4:50 p.m.

The Ontario Arts Council suffered too. As we mentioned, fundings for grants remained at about the same, which was a decline in real dollars, however. In 1980-81, it was \$12,315,415 and in 1981-82, \$12,287,200. Also, 468 fewer grants were awarded. In 1980-81 there were 3,328 and in 1981-82, 2,860. In 1980-81, 350 communities benefited. In 1981-82, only 250 communities benefited.

I have touched on the McMichael gallery and

on the ROM. I might say that I appreciated the invitation that was extended to both myself and some of the other members when we visited Welcome House. I think that is the second or third time I have been there and we were very well received. I was quite pleased to see the programs that were being given there. That is not to say that we cannot expand on that, but I was very pleased to see the work that was being done at that location.

I would also like to say that on a personal basis I know sometimes we are quite critical of staff and different organizations within your ministry. I suppose one of the organizations I have been quite involved with over the last year, not only because of my role of critic in this area, but also because of some of the things in my area, is the Ontario Arts Council. I have found the council to be very helpful to many of the people I have sent both from my riding and other ridings in dealing with some of our members.

I think that Mr. Pitman and his staff are to be congratulated. We all would like to receive more money, but I think they are doing a top job and I would hate to see you bring in that 15 per cent, or up to 25 per cent, cutback. I think it would make their job almost impossible to do.

I just wonder, Sheila, as part of our opening comments, would you like to make any comments in addition to what I have made?

Mr. Chairman: If we could just follow procedure and let the critic for the NDP make a statement, then I am sure all the other members of the committee could join in.

Mr. Di Santo: While we are discussing the estimates of the Ministry of Citizenship and Culture, of course, most of the budget has already been spent. I think that one of the most pressing questions that we would have expected the minister to at least answer or give some indication about was the cutbacks in grants to the arts council and other cultural organizations in the province.

I do not know why the minister chose not to raise the issue himself when he knows very well the expectations of all the arts groups in the province, not only because of the innumerable letters that all the members have been receiving and which the minister himself has received, but also in view of the fact that the minister has been solicited publicly in the Legislature on two occasions by the leader of my party and myself.

On that occasion the minister was unable to give us a satisfactory answer. In fact, while he admitted that a letter had been sent out signed

by Mr. Webber asking what the impact would be on the arts if a 15 per cent cut in grants were to be imposed, the minister was unable to answer to the anxiety of the people in the arts community who will be affected if that cutback takes place. I do not have to explain the importance in economic terms but also in terms of the development of our society, and that is something we do not consider very often.

The minister himself said in his opening remarks that the cultural industry provides full-time jobs for 50,000 people, contributes \$3 billion to the province's economy and returns \$200 million in sales and other taxes to the provincial government. This is probably the aspect that I noticed on December 21 when I asked the minister that question. The Conservative government and the Conservative members are probably more ready to understand that than the impact of the arts on the development of our society.

Certainly the minister must recognize that people with great artistic traditions are those who make a mark in the history of mankind. I think that the development of arts must not be seen only from the point of view of the jobs that area created and the economic activity that is developed, but also in terms of the enrichment of all the people who live in Ontario. Therefore, it has to be seen not only as an economic investment, but as an investment in making our society a better one.

I think this is an aspect that is not always taken into consideration. For that reason only, the ministry and the government make a very serious mistake if they think that by imposing a 15 per cent cutback, which amounts to 25 per cent if we also take into consideration the inflation factor, we shall lose a few jobs in the arts industry. It is not so, because we realize that there are groups that have been working for many years and creating not only reputations for themselves, but also a level of artistic performance that is excellent. That is the sort of an effort that cannot be replaced overnight if the cutback will destroy the life of so many groups that have addressed themselves to you because they think, and rightly so, that you are the spokesman for those groups in Ontario and that you should be their spokesman with the government.

I do not have to remind you that it is not only important in economic terms that you speak up for those groups, but also because that was the only justification for the creation of your ministry. Otherwise, what would a ministry of culture

mean if the minister does not stand up for those groups that make culture a visible entity in Ontario?

I think it is your duty to give an answer to this committee during the estimates, but above all to tell the artists of Ontario that you are fighting for them. If you look at it only from the economic point of view, using your figures for the economic spinoff in revenue created by the cultural industry in Ontario, you will see that by giving \$16,429,700 to the Ontario Arts Council we are paying back very little. Therefore, just from an economic point of view there is no justification at all for the government's imposing a cutback that will be devastating.

5 p.m.

I do not have to remind you that, as the critic for the Liberal Party said before, the artists in our society who live from their art have very low incomes. If you look at the Statistics Canada statement—I think it refers to 1981, because I do not think the statement for 1982 would be ready at this time of year—in talking about the income of the artists it says that the vast majority of artists earn \$5,000 or less in art sales, art sales only, which is not a big deal if we think in terms of commitment, of time and of skill.

I hope the minister will be able to give us an answer during the estimates. Above all, however, I hope that he will be able to win the battle within the cabinet, because if there must be cutbacks, this is one that is not justifiable.

When we consider that the budget of the province for the year 1982-83 amounts to \$20 billion, \$16 million to the Ontario Arts Council is just nothing. I think neither you nor the government can make a rational argument in defending the cutback. I think if you impose the cutback, you will do irreparable damage to a community that is growing, and one that is, as you say in your statement, giving Ontario a good name, not only within the province but outside it.

I should also like to raise another issue I have raised time and again in the Legislature; that is the role of the multiculturalism division of your ministry. Perhaps the minister will be able to expand a little bit more on the activity of the citizenship branch. I have been trying to understand what that really means; if it is a duplication of the activities of the Secretary of State for Citizenship or if you are doing something specific. I have really been unable to understand the specific role of the citizenship branch of your ministry.

What I understand is that you pay lip-service

when you say that this government is committed to multiculturalism and that you take pride in the fact that you are giving grants to multicultural groups. I say this in a jocular way, that when you take pride in the policies of your government you go as far as saying, on page 16 of your statement, that last summer you were "impressed by the enthusiasm, vitality and program quality of Ontario grassroots multicultural groups, arts organizations, libraries, community museums and historic sites, all receiving strong assistance from the Wintario grants program."

I had the impression you were saying that it is because of the assistance from Wintario grants programs that we have vital grassroots multicultural groups or arts organizations. I think certainly the assistance of the government is important and, in many cases, essential, but the vitality of those groups is in those groups themselves. If the government is able to help them to express themselves, then the government renders a service to the province as a whole.

One of the things the government doesn't do is to bring the multicultural policy that has been announced repeatedly and which, as you said before, is part of the policy of your government, to its logical consequences. One of them is the recognition that the diversities are not only part of our past but will stay with us. In fact, you mention in your statement that we will go beyond our diversities.

Those diversities are the result of the immigration policies of Canada; they are a result of the fact people belonging to different nations and different races and different groups settled in Ontario. I don't think that's a negative factor in a society like the Canadian society. I'm not a sociologist, and I don't want to go into a debate on what kind of a society we should have, whether we should have a mosaic or whether we should have a melting pot.

Since 1971, when the bilingualism and biculturalism report was published, the choice has been made in terms of having a multicultural society in the sense that we will not attempt to assimilate the different groups that are here. The next step has never been made, even though the pressure is becoming very strong from interested groups defined as the ethnic communities. That is that they should be given recognition of their existence as citizens in this province with equal rights and not regarded as second-class citizens who are treated by the government in a different way from the other citizens.

One of the major problems we have is, for instance, in the recognition of the language rights of the minority groups in our province. I know this is not within your jurisdiction, but it is within the jurisdiction of the government. Your government has adamantly opposed the recognition of the right of instruction in third languages as a part of the regular curriculum in the schools.

If the teaching of languages is not part of the jurisdiction of your ministry, there are other activities that are part of your ministry. One of them is TVOntario. I think the final goal of a multicultural society should be an understanding of all the groups that form our society, each group understanding the other groups, the other citizens' heritage, their cultures, their background. What's wrong with that?

What is important is that there should be a sharing of the cultural values that each group brings into our society. Sometimes, even though there is a recognition in the abstract of the validity of the cultural values of many people who came to Canada recently, or not so recently, there is an acceptance of them as something you cannot do without. The impression I have is of: "With time everyone will become Canadian, so we won't have these problems. These are problems we have to live with, but in the long range we won't have these problems because everyone will be Canadian." Of course, it's difficult to define what Canadian means because this is a country quite different from other countries with a single ethnic group and with a single historical background that goes back centuries.

5:10 p.m.

I think that perhaps the new Canadian of tomorrow will be the result of the contribution of all the people now in Canada who have brought with them very positive values, and who in many instances are the repositories of civilizations that are part of the heritage of mankind. In order to achieve that we have to make it possible for Canadians to understand what these people are, so Canadians of English and French heritage understand that other people who may be of a different colour, who may have a different language and may speak with an accent as I do, have with them values that can help our society to develop and to become richer.

Despite the personal attempts of the minister, and I recognize them, as a policy of the government the ministry doesn't do nearly enough. I have been trying to ask you and your predecessor

sors in the previous Ministry of Culture and Recreation if your ministry doesn't think it's time, for instance, that the type of programs broadcast by TVOntario should reflect the reality of our province.

You mention in your statement that you are proud of the fact that 94 per cent of the province will be covered by the programs of TVOntario. I think TVOntario should have a unique role in the broadcasting system; its role should be to make Ontarians understand each other. I don't think TVOntario is doing nearly enough, as I said.

I asked you last time, in April 1982, what kind of programs TVOntario was planning. You said at that time you were in the middle of the budget allocation process and therefore you couldn't say what the final program plans were.

I also asked you if it was possible to have programs in languages other than French and English. You said on that occasion, and you repeated it in answering a question in the Legislature, that that was not possible. I don't understand why.

Perhaps you should explain why it is not possible when you yourself, in the estimates briefing report, say that your ministry has been financing specific programs that have been broadcast by CHIN. Why is it possible on CHIN and not possible on TVOntario? That is the question I was posing before.

If we are talking of multiculturalism as something serious, then we should not treat it as second-rate stuff, that it is good when it is broadcast on CHIN because that is an ethnic station, but it is not good to broadcast on TVOntario because that is something superior that the ethnics should not touch.

I hope you will be able to give us an answer because I feel very strongly about this. I think that 40 per cent of the population in Metropolitan Toronto alone is neither English nor French. Perhaps it is about time that the government started to pay attention to them in serious terms and not only when they make statements or when there are gatherings where it is time to face the multicultural mix of our society.

Another point I want to raise is to ask the minister if he is going to have someone from the Royal Ontario Museum coming in.

Hon. Mr. McCaffrey: Yes.

Mr. Di Santo: Should I raise the issue with them or should I raise it with you?

Hon. Mr. McCaffrey: Probably the latter would be better. There may be someone from

ROM here now, but if you want to raise it now, for me or for the record, we can then get the answer from them.

Mr. Di Santo: I do not know if the minister is aware of the security problems at the Royal Ontario Museum. I was quite amazed to learn of the many deficiencies, and more than that, that exist at the museum, especially during the time when they were building the addition and the renovation was taking place. Apart from that, I understand that there has been a reduction in security staff while, on the other hand, there is an increase in staff in the administration offices.

When the people from the Royal Ontario Museum come, I will ask them specific questions, but in general I would like to ask the minister if he is aware of the problems existing and if they have been rectified. If he is not aware, of course, he will have time to get an answer from the administrators of the Royal Ontario Museum.

Hon. Mr. McCaffrey: Mr. Di Santo, could you help us a little and just elaborate a bit on the nature of the security problems?

Mr. Di Santo: One of the problems was the pass card system, which was chaotic. No one knew how many cards had been released and who had the cards.

Another problem during the construction of the addition was that the entries from one section to another were not supervised. Another problem was the patrolling system that worked in a way that when the patrol had been in the east wing, for instance, people could virtually come inside the museum and go throughout the museum. Another problem was that keys were released to people without keeping track. Apparently, these problems were also recognized by the management at that time.

I have all sorts of other points, but I think that you may not be able to answer them.

5:20 p.m.

Hon. Mr. McCaffrey: We may actually have some of them around before we are completed today, but for certain tomorrow. Thanks for elaborating.

Mr. Di Santo: I would also like to ask the minister, because in his statement it does not mention the Multicultural History Society; what is its status right now? Is it going to be dismantled or chopped up or what?

Hon. Mr. McCaffrey: No, it is not going to be dismantled. The Multicultural History Society had requested of the ministry—an endowment, I guess, is the right word—a lump sum cheque in

the amount, as I recall, of \$3 million. The interest from that endowment would have been used for the ongoing work of the society.

We have opted, rather, to fund the society on an annual basis. There never was any question about the ongoing viability of the society; rather, there was more concern about the precedent that one establishes by that form of funding. So their request for that lump sum payment has not been honoured, but their annual funding needs will be met.

Mr. Di Santo: On what basis will they be funded?

Mr. Chairman: I think we would appreciate it, Mr. Di Santo, if you could continue with your statement because it will be a dialogue here for the next half hour.

Mr. Di Santo: Okay, if he can supply us with that.

Hon. Mr. McCaffrey: I am not trying to avoid that. The only question is that asking if they will be cut back gets us into the bigger one, and a relevant question, about how much money each of the agencies in the divisions of the ministry will receive next year.

Mr. Di Santo, those decisions have not been finalized. The minute it is done, of course, it will be public. It will be in the next fiscal year, but in the question periods during the course of a normal year we can get into those kinds of details. It was the nature of the funding that was in dispute, not the ongoing viability of the society.

Mr. Chairman: My apologies, Mr. Ruprecht. There are two official critics, I guess, of this ministry as you have separated your responsibilities, and it is in the area of multiculturalism that Mr. Ruprecht will be commenting on the statement.

Mr. Ruprecht: Thank you very much, Mr. Chairman. On behalf of our party, I would like to present to you two of our basic concerns.

On the whole, what we would like to do is to sensitize you and your ministry to the whole area of multiculturalism. I am glad, in a way, that my colleague spoke before me because he touched on some of the things that are also our concerns.

The first major point is the question of the archives of Ontario. As you say yourself on page 11 of your statement, they are a very integral part of your ministry and preserve the knowledge of Ontario's past. As you know, Ontario's past includes to a large degree the contributions

that have been made by the multicultural peoples, or, if you want, those who were at one time referred to as hyphenated Canadians.

They have established a foothold in many counties of Ontario at different times. As you know, for many of the ethnocultural groups that are in farm communities, many of their records or their own archives are not stored with your ministry. If we want to be serious about maintaining Ontario's past, and consequently maintaining the records of those who are multicultural, that would have to be done fairly soon.

The reason for that is very clear. Many of these church basements and other places in the country and, for that matter, in the small towns, in which records can be found are very damp and are not the best places to maintain the kinds of records we would like to see maintained as part of our history. We would like to ask you to move, if possible, with all speed, along with every institution or with the Multicultural History Society—in co-operation with them somehow or in co-operation with whatever organization or institution you see fit. Do not wait only until your ministry is being approached for storage facilities, but also in your own travels or those of your staff, sensitize your staff to the effects on these kinds of records. We would like to see them being maintained.

What is your ministry doing at present to outreach and move into the communities; what kind of program is in place to obtain records; and are we getting them? If we are getting them, to what degree? If we are not getting any of the documents, why aren't we getting them?

In other words, I would like to find out from you if there is a policy intact, established, ready to go, or has there ever been given serious consideration to try to maintain through our archives the records that are so essential to our own past.

There is a second point which is very important. As you probably realize, I meet with many of the multicultural organizations, especially in the Metropolitan area and vicinity. Almost to a man or woman, the question is being asked, how come the Ontario government—and in some cases people do not know whether it is the federal or the provincial government; in that case they say, "How come the government?"—but the provincial government specifically, is doing so very little in terms of creating the kinds of programs we have influence over—I am speaking specifically about TVOntario—and through your ministry, I might say, to influence

the larger media to get to the point of bringing Canadians together?

I am not speaking specifically about having programs that are of a nature that only speak to certain groups of people, for instance, only those of Yugoslavian background or only those of Bulgarian background, but programs in English that speak of the great contributions some of these ethnocultural groups have made.

How come the programs are not there? For instance, how come we hear so little, or almost nothing, about the great contribution that was made by Ukrainian Canadians in opening parts of Ontario? How about Polish Canadians opening up that whole farm section in the area of Villeneuve? We brought people here from different countries in Europe to open up part of Ontario, yet we hear so little about their contribution.

5:30 p.m.

How come, for instance, we don't know that German Canadians opened up the Don River as a waterway, or that Mr. Berczy was the co-founder of Toronto or founded Markham? How come we hear so little about Italian Canadians and their great building projects or Chinese Canadians building the railroads or the Canadians of black heritage in Ontario?

Our party feels we have a tremendous opportunity through TVOntario and through your influence, Mr. Minister, to bring together this multicultural hotchpotch of peoples. When you look at the programs you're so proud of—and you list the whole aspect of TVOntario on page 13—we see very little in terms of the significant input your ministry could have, not in terms of fund-raising necessarily, but in terms of a quality program that would inform mainline Canadians—for want of a better term—of this contribution.

Consequently, this will—I know you're not responsible for what goes on in our schools—make not only those communities proud to be Canadians because they have their own background tied up with Canada and especially with Ontario, but it will also make them prouder to go to school. They will not be looked upon as people who are different and must be shunned, as they are now to some degree in schools.

Even though we realize that you want to do a lot of things in this ministry and even though we realize you are trying, the point that we lay upon your desk would be that you are responsible for TVOntario, so please try. That's probably one of the most important ways your ministry can be influential and show through the different mul-

titudinous and ethnocultural groups out there that they can be proud to be Canadians and Ontarians and, above all, that you are sensitive enough to make a change in this present program.

To be very specific about this, we are not necessarily asking you to institute 40 hours of specialized programs in different languages. Let me be very clear on that. We are asking you and your ministry to point out the contribution that has been made by Canadians, be they of French, Ukrainian, German, Italian, Polish, Chinese, Croatian or whatever background, and to make them proud to be Canadian. We're asking you to try to increase the kinds of programs that will make every Canadian sensitive and more aware of the contributions that have been made by those Canadians who have not been considered mainstream in the past.

I'll leave it at that because I'm sure you've got that message.

Mr. Chairman: Thank you, Mr. Ruprecht. Mr. Minister, we have approximately a half hour left. There have been a number of questions raised by Mr. O'Neil, Mr. Ruprecht and Mr. Di Santo. Do you feel you can start answering some of these questions now and perhaps proceed tomorrow if you require any expert witnesses or assistance from your ministry staff? Would you want to proceed now? I know there are two or three other members of the committee who have some questions. Normally, we try to answer some of the questions raised by the official critics before we proceed with the other members.

Hon. Mr. McCaffrey: I am in the hands of the committee, but I would like to make a suggestion in the little bit of time we have left. I would like to work backwards and respond to the last suggestion Mr. Ruprecht made. That leads us in, with the permission of the committee, to a discussion about TVOntario and its policies and its record in doing some of the types of programs you allude to. If it makes sense, I would like to comment on the latter two points and then we could ask Dr. Parr to join us. He is here to talk about some of the specific programs of the type you mentioned. Is that okay?

Mr. Ruprecht: Sure.

Hon. Mr. McCaffrey: Let me just say this to Mr. Ruprecht. I couldn't agree more with his general assessment about how this ministry, over and above language programming—we'll get to that—can speak to the very things he has alluded to and indeed, the responsibility of the ministry to do that. That's something that has

taken a great deal of our time, work and effort. I wish we had more time because I would like nothing more than to provide each member of the committee, and anybody in the province who would like it, a proposed outline of our plans for the bicentennial celebration.

Let me go on. The year 1984—with some historical debate aside for the moment—is an opportunity for people in the province and the government of Ontario to remind all of the citizens about the nature of our past and the particular makeup of those individuals, the United Empire Loyalists, who constituted an increase in our population. Mythology has it that the United Empire Loyalists were almost to the man, Anglo-Saxons. The truth however, is different.

We view this as an opportunity in our work with the bicentennial commission to speak to those things you have alluded to, to the reality of the contribution the various ethnic groups that came across the border have made to the growth over the past two centuries. To that end, I am happy to say that we in the ministry have been successful in developing the logo and the theme, which is "celebrating together." None of this has really seen the light of day yet, but a hell of lot of work has been done over the last six or eight months to prepare us and to prepare people in the schools throughout the whole of the province. We are giving them some suggestion brochures as to how they can help to celebrate the theme that we have been a multicultural community for two centuries.

Mr. O'Neil: When will we start to see some of this?

Hon. Mr. McCaffrey: I am not exactly sure. Here is the dilemma in a nutshell. To do a good job in calendar year 1984, we have to start now. We have started. Because of the makeup of this ministry, we have an important leadership role on the committee. The committee is headed by the Honourable Margaret Birch.

Interjection: That doesn't speak for it.

Hon. Mr. McCaffrey: The Honourable Margaret Birch is, like all of us, restricted to some budget realities. There was a gentleman, if I recall correctly, named Jim Foulds, a New Democratic Party member, who just about went through the roof when he thought we were going to be spending some additional public money to celebrate the two centuries I'm talking about. You have more trouble with Jimmy than we have with Margaret, let me tell you.

Mr. Gillies: Mr. Chairman, could I just interject for half a second? I'm sure many members of the committee would know it, but when you talk about the loyalist settlers who arrived, at least in my part of Ontario, 200 years ago, they were almost 100 per cent native Indian people of the Six Nations tribes. It is indeed a multicultural question when one talks about 1784.

Hon. Mr. McCaffrey: I'm really very anxious about this, and I know Margaret is, as well as the whole of the cabinet committee. I might just say, too, it's just a coincidence that today on the dinner break from six o'clock to eight o'clock we are having a reception in the building with Mrs. Birch and the other members of the committee to officially welcome Arthur Gelber, the previous chairman of the Ontario Arts Council, in his new role as chairman of Ontario's bicentennial commission.

5:40 p.m.

Interjection: Well, let us all go.

Hon. Mr. McCaffrey: It is on, it is alive, it is well. He has an excellent staff. A tremendous amount of work has been done, and I will soon be able to provide to anyone who would like to see it our suggested programs for celebrating that reality we are talking about.

Mr. O'Neil: Are any Liberals invited to that?

Hon. Mr. McCaffrey: Oh sure.

Ms. Fish: Only Arthur.

Hon. Mr. McCaffrey: The Liberals are well represented.

Interjection: Not very well.

Hon. Mr. McCaffrey: I might also say to Mr. Ruprecht and others that we have talked about the opportunity we have in informal and formal conversations with each one of the agencies of the ministry. Frankly, the new ministry gave us this opportunity to concentrate on the cultural art side and the multicultural side and to do some things together that might have been a little more difficult to do in the former ministry.

Without exception, virtually every one of the agencies—CJRT, TVOntario, the Royal Ontario Museum, the Art Gallery of Ontario—has been excited about the opportunities they see for us to accomplish these ends. The China show was in place before the ministry was split. That show is kind of an illustration of the opportunities we have in this ministry. Leading members of the Chinese-Canadian community worked closely with the people from the Ontario Science Centre for many months before the show began and through its duration. I think that is an

intelligent way for us to combine the two aspects of this ministry.

In 1983 we will be having an Alexander the Great show at the Royal Ontario Museum. Efforts are now under way, under the leadership of the people of ROM, to have leading Greek Canadians play a role in this at its initial stages and in the initial discussion about the brochures and the advertising material that will announce and celebrate the show.

CJRT has already done some first-class radio programming on the very topic about which you are talking—sensitization to the multicultural realities of the province. I think TVOntario's record is excellent in this field too. I intended to watch the channel a little bit more often than I did before. I have discussed this with Dr. Parr and members of the board. They are also excited about the opportunities available.

That differs from the question Mr. Di Santo asks about multilingual programming. I do not minimize that. It is just a different kind of question.

With the permission of the committee, might I ask Dr. Parr now to join us? Perhaps he could tell us about some of the specific programs that have already been shown and some of the future plans.

Mr. O'Neil: While Dr. Parr is coming forward, you mentioned new antennae and Anik C3. You did not make any mention about that part of the province that cannot receive TVOntario. I talked specifically about eastern Ontario. You mentioned there will likely be a new antenna built at Belleville and one at Kingston. Will you let us know where those two stand before Dr. Parr starts, so we will know what we are receiving?

Hon. Mr. McCaffrey: They will be built.

Mr. O'Neil: When?

Hon. Mr. McCaffrey: This year.

Mr. O'Neil: This year?

Hon. Mr. McCaffrey: Yes, starting this year.

Mr. O'Neil: Are you saying in the 1983-84 budget or—

Hon. Mr. McCaffrey: Yes, 1982-83 or 1984.

Mr. O'Neil: Have locations been chosen for those two?

Hon. Mr. McCaffrey: I do not think so. I shall tell you what we did do because there are a good number of members in that area for whom this is a priority. As Dr. Parr and others know, that objective is a real priority of ours. I think we

indicated that in a letter to you many months ago, but it said "conditional upon funding."

Mr. O'Neil: Right. Has it been granted?

Hon. Mr. McCaffrey: We are in the process of going through the massaging of the numbers. We will honour that commitment.

On vote 2103, arts support program:

Mr. Chairman: Dr. Parr, before you elaborate on the accomplishments and services of TVOntario, could you introduce the two gentlemen with you?

Dr. Parr: I shall be glad to do that. They are Tom Brookes, who is managing director of finance and operations, and Peter Bowers, who is managing director of educational telecommunications.

Mr. Chairman, I am not sure whether our answer will satisfy Mr. Ruprecht because we have often spoken and written about this before and there appears to be some difference of opinion as to what is enough. As you may know, we are increasing the number of programs we are doing on matters relating to multiculturalism.

Perhaps I should say at the beginning that, at the request of Dr. Mavis Burke, we are preparing a catalogue, which is more or less completed now and will be available in the spring, showing all our holdings on topics that relate to the very matter you brought up, Mr. Ruprecht.

For the time being, perhaps I should mention such programs as North of 60°, which is a new one and will be coming out in February. It deals with the northern question and things related to it. Perhaps I should include The Music of Western Civilization as having a certain impact on these matters. In our programs, in our series Vista, speaking out on realities, multicultural and ethnic problems are quite frequently dealt with. The ongoing program People Patterns is very much associated with considerations of people who are not what you would describe as being in the mainstream, if that is a fair way of doing so.

Just recently we received a letter, from which I would like to read you a little, from the co-ordinator of multicultural relations in the Metropolitan community services department, congratulating us on the People Patterns program on the Downsview Secondary School positive peer culture program.

"The segment, I thought, carefully projected the nature and the real existence of racial tensions and the straightforward hard work that the positive peer culture program undertakes in tackling that issue honestly and with frank,

mixed success." This was one of a number of letters.

You may also be interested to know that in November 1982 we won the B'nai Brith media and human rights award, which is very closely related to what you have said. I feel that whilst it may be argued that there could well have been more, we have not been negative in this matter.

Mr. Chairman: Would the committee critics have any questions to ask of Dr. Parr?

Mr. Di Santo: Can I ask, Dr. Parr, if you can give us a breakdown or an outline of the programs you broadcast, what is their ethnic content and how many hours you devote to that?

Dr. Parr: Yes. I think we have already supplied that. I have been following your questions last year, and that is being updated in the catalogue I just mentioned and is now being made available to the group that commissioned it.

Mr. Gillies: Dr. Parr always gets a couple of questions from me when he is either on these estimates or those of the Ministry of Colleges and Universities because I am a big fan of OECA's activities.

I should like to ask about funding, however. I wonder if Mr. Brookes perhaps might be able to tell me, as it stands now, the funding you receive from Colleges and Universities—we have in front of us the figures from this ministry—and other sources, and especially the impact of your new fund-raising endeavour.

I guess I am coming at it from the perspective that I am hoping the funds you generated through your fund-raising will be, if you will, supplementary and that you will be able to do new things with them and expand your horizons, as opposed to perhaps someone coming along with a red pencil and saying, "Oh, here's another \$800,000 odd. Let's trim that."

Dr. Parr: That is our understanding.

Mr. Gillies: Let us get it on the record then.

Dr. Parr: I am sure it is the minister's understanding too.

Ms. Copps: The former or the latter?

Hon. Mr. McCaffrey: I missed that.

Mr. Gillies: My point is that the funds generated by OECA's fund-raising are, in fact, supplementary and that there is no question of the ministry collaring them.

Hon. Mr. McCaffrey: This is not the time to be picky.

Mr. Gillies: Okay. On your total budget, could you give us an idea of how it breaks down?

5:50 p.m.

Mr. Brookes: Yes. The projections for the current year, that is, the year coming up, would be that about 78 per cent of our funds come from our basic grants through the Ministry of Citizenship and Culture and the Ministry of Education. In addition to that, about five or six per cent comes through what I will call special government grants, those that emanate from the Ministry of Colleges and Universities, which you may wish to call the Ministry of Education; Outreach Ontario; network expansion, which the minister has alluded to; a grant from the Board of Industrial Leadership and Development for Telidon experimentation; and Experience '82 for summer students.

I would typify the balance of our revenues as being those we earn ourselves. That would be about 20-odd per cent, through our program sales, through government underwriting from various sources, through corporate underwriting and through membership. The largest single items are program sales, our Galaxy arrangement for a national children's channel distribution, which comes to a conclusion this year. We hope it will be renewed, but the outlook for that is quite dismal at the moment.

Mr. O'Neil: Why is that?

Mr. Brookes: That is a commercial arrangement and it depends on being able to make the commercial contract with cable operators, but at this time I would not be optimistic about it.

Ms. Copps: If I can follow up on it, he is asking you why.

Dr. Parr: The arrangement was made through a cable satellite network for a three-year period. We sold them packaged children's programs, some of which we made and some of which we acquired, with the understanding that the profits generating from that would go into more children's programming. Now that the period has come to an end, the situation within the cable market has changed. Until it is more clearly known by the cable operators, we cannot be sure that we can continue that kind of sale.

Mr. O'Neil: Is that for lack of generated profits from the programs?

Mr. Bowers: The children's programming is really carried as a public service by the cable industry. With the six and five guidelines that the CRTC is putting on the cable systems and

with the general turmoil that pay television has caused them right at this point in time, I think the cable operators are a little reluctant to pass along to their subscribers any costs they can avoid, so they have not chosen to renew the contract that we have. We continue to try to negotiate a contract for Galaxy, but we do not have any prospects at this time.

Mr. Gillies: I have two quick questions. I had the opportunity in the last year, Dr. Parr, of working with some of your people on the Good Neighbours program that was done on Brantford. I found it excellent; I think the end product is excellent. That leads me to ask this question. I believe last year you said you had hoped that in this year your in-house production activities would increase, that you would be doing more of your own programs. Also, as I recall, you then anticipated increased program sales to other networks, other jurisdictions and so on.

Could you tell us if those two trends have developed as you might have hoped a year ago?

Dr. Parr: Our program sales have increased. The amount of production that we are doing in-house has somewhat decreased for the obvious financial reasons.

Mr. Gillies: In the normal course of events it is cheaper to bring in programs from other sources than it is to produce your own?

Dr. Parr: Yes, much cheaper.

Mr. Gillies: I would certainly hope—just in conclusion, Mr. Chairman—that conditions will be such in future years that you can do more production because I think we all benefit from it.

Dr. Parr: Thank you. We hope so too.

Mr. Chairman: The minister noted that as well.

Mr. Allen: I have just a very brief question, Mr. Chairman. First of all, I would like to congratulate Dr. Parr and his colleagues for the kind of programming they do for TVOntario. I think it is on the whole first rate. I certainly get a great deal out of your programs and I know many people who do.

My question has to do with the ethnic content of the programming and it arises partly out of your response to the earlier question. You indicated that statistics are available as to the nature and extent of that kind of programming which you have developed in the past year. I suspect that while the overall statistics may look quite good, they may not meet Mr. Ruprecht's

question and they may not meet a concern of mine.

You did note that you had received an award for your programming in the civil rights department. I think that is excellent, but it strikes me that your remark that these groups were not mainline may hide a slight perceptual problem, if I might just pursue it for a moment.

Dr. Parr: Excuse me, I was quoting Mr. Ruprecht. I said, as Mr. Ruprecht's said, not "mainline." I was a little uneasy using it, but I thought that since he used it, it was understood what it meant. I am sorry to interrupt.

Mr. Allen: Okay. My point is that frequently we move in on ethnic communities and groups in our midst in relationship to their recent arrival, to problems they have in adjustment, their relationships with other groups, and what have you, and hence the human rights and civil rights problems tend to arise and be very prominent in our concerns.

Is it possible for you to tell us how much of your programming attempts, if you like, to establish a perception of how those ethnic groups are rooted in our community, by dealing with their history and the ways in which they have contributed to local communities, to the founding of institutions and structures in our society, our ways of thinking, patterns of art, and what have you? One would then get a sense that they are not problems but integral parts of the community, functioning, producing and building the fabric of Ontario. One comes back, perhaps, to Mr. Gillies' remark that a lot of them have been here a long time, with roots that trail back an awfully long way. While some of their more recent arrivals might have different kinds of concerns and what have you, none the less they are there.

Can you give us any sense of the difference of the social problems kind of approach to the ethnic community and the historical presence kind of approach?

Dr. Parr: I find it difficult off the top to respond to that. The data from which we could draw those conclusions are there.

The matter of the problems which may be associated with, for instance, new Canadian families is a matter which I recall was dealt with about a year ago, certainly in two programs, one dealing with three Indian and Pakistani families that had recently arrived. That was a coproduction, I believe, with the film board. Also, there was a dramatized version, which depicted the generational difference within a Portuguese

family of new Canadians. Those sorts of things we deal with very frequently.

With respect to specific contributions of people of whatever origins, I cannot quote that right off the top of my head. I do not know whether you can help me, Peter. We will certainly make the information available to Dr. Burke, as she has called for it. I suspect it will then be distributed.

Mr. Ruprecht: Dr. Parr, do you remember that we raised this question last year? From what I read in the transcript, you had at that point indicated "we have not planned any changes in the proportion or in the style." I am wondering whether you, one year later sitting before this committee, would be prepared to give an undertaking to the minister to say you are ready to change your style, to become more sensitive in terms of the multicultural contribution.

Dr. Parr: That is rather like asking if I have stopped beating my wife.

Mr. Ruprecht: There is a big difference here.

Dr. Parr: I think we have shown a sensitivity, as I pointed out in my first reply. I realize, after I said that last year, you then asked a number of very detailed questions in the House, to which we did respond. I am sure you got, through the minister, very detailed information about what we had done.

Mr. Ruprecht: Perhaps what you could do is tell us what kinds of categories you have in the programming, and is one of the categories classified as multiculturalism?

Dr. Parr: No, we do not have a category in that sense. We categorize our markets in terms of adults, children, adults at home, children at home, children at school, and so on. I believe our general attitude is that within each of those categories we recognize the multicultural flavour of this province. I am sure that comes through in many ways.

For instance, in some of the programs which have to do with the schools, the problems of ethnicity will be dealt with. I think we listed those, and that will also be the case in the programs which we have more particularly directed towards home audiences, adults.

Mr. Ruprecht: What do you suppose that I or our party or this committee could do to make you be more productive in the sense of creating programs that we were speaking to earlier and that the minister has indicated he would agree with?

Dr. Parr: I have no answer to that question, I

am afraid. If you look through the catalogue you will perhaps believe that we have been more active in this area than you currently think.

6 p.m.

Mr. Ruprecht: I would be happy if you would share that with us. I will make this my final statement, Mr. Chairman.

Mr. O'Neil: I have a couple of other areas. Have you had anything that has come down from the minister and the government saying what your future budget will be, whether you can anticipate any cutbacks in TVOntario?

Dr. Parr: We received a letter which you have already been referred to, but further than that we have no detailed information.

Mr. O'Neil: That is the only one? I also wanted to, if I may, just get a brief update on the Telidon section of TVOntario and where that stands now.

Dr. Parr: I will ask Peter Bowers to speak to that.

Mr. Bowers: We are currently in the process of taking delivery of 100 terminals which will be installed in schools throughout Ontario in guidance offices, in the Ontario youth secretariat offices around the province and in some libraries.

Our host computer has been installed and, starting very shortly, our first data base to be transmitted and offered to the schools and the youth secretariat offices will be a student guidance information system. This information will be transmitted from our host computer by telephone line and is also superimposed on our broadcast signal, so it can be picked up by teletext off the air, as well as being on a direct connection by telephone line to the host computer.

We hope to have that service up and running within the next three months.

Mr. O'Neil: You say it will go to schools throughout the province. How have you allotted those connections? How do you pick where you are going to put them?

Mr. Bowers: We invited all the schools throughout the province to participate. Their participation involves buying the terminals. The terminals are paid for 50 per cent by the federal government and then the school's purchase qualifies for an extraordinary grant from the Ministry of Education, so the schools pay a fairly nominal sum for the terminals.

Basically, it is on a first-come, first-serve basis, but we have tried to get as wide a

geographic dispersion as possible in allocating the terminals.

Mr. O'Neil: How much would a school board or a school have to put out for the purchase of one of these after taking the grants into account?

Mr. Bowers: The terminals, I believe, are selling for about \$3,000. They would pay 12 per cent of that, so it would be about \$240.

Mr. Chairman: It is six o'clock but with the indulgence of the committee we could let one more person ask questions. Mr. Boudria was next on the list.

Mr. Boudria: Thank you. I will be very brief. I am interested, and always have been, in this business of televising the proceedings of our Legislature to the people of our province. In the area I represent, which is near Ottawa, we can listen to the rough equivalent of what you do in Quebec and see the proceedings of the National Assembly and we can listen to your station and see the federal House of Commons' questions. TVOntario has nothing about the Legislature of Ontario; it does have something about the federal House, which speaks a little bit to that very strange situation we have of our Legislature sort of being a second-rate outfit.

I wonder if you have ever considered doing this, and I know, of course, that much of the initiative has to come from the Speaker, from the Board of Internal Economy and from the government.

Mr. Chairman: That is exactly what I wanted to say, Mr. Boudria; it is really not up to Dr. Parr to decide.

Mr. Boudria: Well, yes and no. Can I just elaborate very quickly? I do not want to start a debate with the chairman. For instance, those sections that are produced by somebody else, like Rogers cablevision, such as the throne speech debates and the budget debates, are certainly available on a reel. I would imagine you would need nobody's permission to televise those, except just to purchase them or however you come to have those things from Rogers and then use them. I know installing cameras in the House is more complicated.

Dr. Parr: I can answer the first part of your question. We have had discussions with the Speaker's office and, as the chairman pointed out, the decision is up to them. Whoever produced the programs, the production responsibility would have to be that of the Speaker, I believe. As to who should carry those programs, that is another matter.

There is another reason, too, that we pick up

the federal House. I think we get that for a very small sum—free.

Mr. Chairman: If there are no more questions, we will leave it.

Mr. Boudria: I just had one more. May I very quickly?

Mr. Chairman: Just one quick question.

Mr. Boudria: The CBC provides free time for all political parties to produce a program known as Provincial Affairs. Strangely enough Provincial Affairs is not done on the provincial television station. Have you ever considered something like Provincial Affairs for TVOntario, which again would sound like a very logical medium to carry that kind of provincial program?

Mr. Bowers: We certainly do have members of Parliament appear on TVOntario on our public affairs shows and participate that way. Our licence from the CRTC specifically says we do educational programming, so every program we do has to be put into an educational context. Apart from that aspect, there is no reason why we could not do that kind of programming.

Mr. O'Neil: Don't you think that the question period is educational?

Ms. Copps: On that point, you don't think the Provincial Affairs programs put out by the CBC are educational?

Mr. Bowers: I am under the impression they are classified by the CRTC as free-time political broadcasts and that the politicians have certain control over the programming. I think the only thing we are saying is that we would put it into an educational context; that is all.

Ms. Copps: I do not think that would be too difficult if you were interested in sensitizing people in Ontario to the political process, which is critical. The Ministry of Municipal Affairs and Housing spent millions of dollars in the last municipal election to encourage people to get out and vote. What better way to do so than to have some programs of that nature?

Mr. O'Neil: Mr. Chairman, I have a question. It has to do with the business of tomorrow, which I think we should get clarified. We mentioned having the McMichael and the ROM people appear first thing tomorrow morning. I wonder, to leave us more time—

Mr. Chairman: We do not meet tomorrow morning.

Mr. O'Neil: I mean tomorrow afternoon. But to leave us more time for these estimates, is there any way that the minister could check with the government to see whether or not we

will have some time, say, in February or March, when we could discuss the McMichael thing exclusively and report back to us tomorrow afternoon so that will not take up the time?

Second, I think the thing mostly on the minds of the members here, one on which the most flak has come in, is the Ontario Arts Council. I wonder if maybe we could schedule that to have it first thing tomorrow afternoon?

Mr. Chairman: There are three members of the committee who still want to question Dr. Parr. I think if we could complete that tomorrow, and you will be present here—

Mr. O'Neil: What about the other suggestion?

Mr. Chairman: Well, we have agreed.

Mr. Gillies: Just for the record, there has never to my knowledge been any disagreement that the McMichael question be brought before this committee. We have been trying to schedule that for weeks and weeks and, as far as I know, we are still trying to schedule it. The

House leaders, Mr. O'Neil, have just not arrived at a time that would be convenient.

Mr. Chairman: I think if we find an agreement between the three House leaders, Mr. O'Neil, we certainly will have the—

Mr. O'Neil: In other words, we will not have to deal with that tomorrow afternoon or on Wednesday?

Mr. Chairman: Well, not exclusively. It is still on the agenda, but it is a question of timetabling it. We are proceeding with the minister's reply to some of your questions tomorrow and we will have someone here from the McMichael gallery to provide some time to answer the questions you and others have raised.

Mr. O'Neil: The Ontario Arts Council also?

Mr. Chairman: They were always here.
The committee adjourned at 6:09 p.m.

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 Shymko, Y. R.; Chairman (High Park-Swansea PC)

From the Ontario Educational Communications Authority:

Bowers, P. G., Managing Director, Educational Telecommunications
 Brookes, D. V., Director, Finance and Operations
 Parr, Dr. J., Chairman



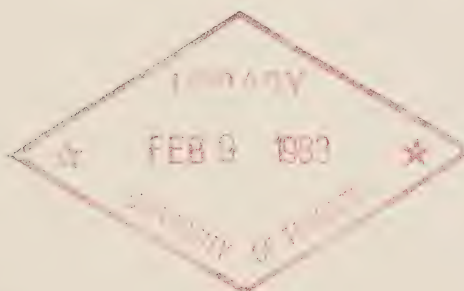
No. S-27

Legislature of Ontario Debates

Official Report (Hansard)

Standing Committee on Social Development

Estimates, Ministry of Citizenship and Culture



Second Session, Thirty-Second Parliament

Tuesday, January 18, 1983

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, January 18, 1983

The committee met at 3:34 p.m. in room 151.

ESTIMATES, MINISTRY OF CITIZENSHIP AND CULTURE (continued)

On vote 2903, arts support program:

Mr. Chairman: I call the meeting to order. Yesterday we adjourned with the representatives of TVOntario. I had three more people on the list who wanted to ask Dr. Parr questions. Unfortunately, Dr. Parr, those very members of the committee are not here today, so I do not know whether it is—I am sure it is not lack of interest.

Mr. Laughren: I would like to ask—

Mr. Chairman: If anyone else has a question to ask—

Interjection.

Mr. Chairman: Why does he wear a bow tie? I wouldn't know.

Mr. Laughren: I know why he wears it.

Mr. Chairman: If there are no questions to be addressed to Dr. Parr—

Mr. O'Neil: I have one, Mr. Chairman.

Mr. Chairman: Dr. Parr, would you like to take a seat before the committee?

Mr. R. F. Johnston: Who had questions?

Mr. Chairman: Mr. Di Santo had a question and he is not here; also Mr. Ruprecht and Ms. Copps.

Mr. R. F. Johnston: They asked multicultural questions?

Mr. Chairman: Yes, they did.

Mr. R. F. Johnston: I am sure that must have been—

Mr. O'Neil: Mr. Ruprecht is not able to be here. He has to attend another meeting. With regard to his question yesterday about the different ethnic groups in the city and across the province, he asked me to ask you how you handle that.

In other words, you told us you will be putting out information on the number of hours you have in the program on this. How do you determine what subjects you will cover and related matters? How do you decide what type of program, how many hours and so on?

Dr. Parr: We do quite formal research in this matter using market research methods to find out what the citizens of the province require. We have five regional councils and a franco-phone advisory council, and we have lots of letters. We then measure up how our programs have been responded to among a cross-section of all the people of the province and make appropriate adjustments.

Mr. O'Neil: How are people appointed to this advisory council you have?

Dr. Parr: To the regional councils?

Mr. O'Neil: Yes.

Dr. Parr: Once they get started, they appoint themselves, as it were. Three or four people are required to name four or five new members each year. Two or three of those people are from the regional council. One has to be a person who is not associated with the regional council. They frequently advertise and then carefully review the names put to them. The selection is then proposed to the board of directors of TVOntario.

Mr. O'Neil: You don't have any set policy as to how those people are appointed?

Dr. Parr: No.

Mr. O'Neil: Maybe you could report back to the members or to us on whether you could come up with finer guidelines as to how this might be handled, rather than having it done in different parts of the province. Then everyone who might be interested in having some sort of an input or in being part of that process might know those jobs are available and might have a chance to—

Dr. Parr: They would simply have to get in touch with us or the regional council or respond to one of the advertisements. They are welcome.

Mr. O'Neil: But you said that sometimes it's advertised, but not always. I'm wondering whether it might be better if it were advertised all the time, so people would know these positions exist and would apply to you. Otherwise, they may not know about it at all. I wonder if you might take that under consideration.

Dr. Parr: Yes, I will do that.

Mr. Gillies: I have a quick supplementary. Dr. Parr. When we were talking last year—I believe when you were before the committee for Miss Stephenson's estimates—it had been brought to my attention that you were shy a representative on your board from southwestern Ontario. I wondered if that had been rectified.

Dr. Parr: There is no regional representation as such on the board of directors. They are appointed by the Lieutenant Governor in Council.

Mr. Gillies: I see. Do you know offhand whether the regional representation is a little better balanced than it was last year?

Dr. Parr: I'm trying to assess the geography of all our members. I don't think there is a member from southwestern Ontario at present.

Mr. Chairman: If there are no more questions, thank you, Dr. Parr.

Mr. R. F. Johnston: I had to be absent yesterday because of my estimates and a supplementary in the House. Were there questions yesterday that I can get out of Hansard in terms of the fund-raising and how that's been going?

Dr. Parr: Yes.

Mr. R. F. Johnston: There was? Okay.

Mr. Chairman: A copy of the minister's statement also makes reference to that.

Mr. R. F. Johnston: There is no truth to the rumour that TVOntario studios are going to be used for producing these Playboy productions.

Mr. Chairman: Thank you, Dr. Parr.

Before we continue, we started our meeting at 2:32 p.m., which would give us, if we adjourn at six o'clock, exactly one half hour to complete the allocated time for the estimates. I don't think it makes too much sense to come back on Wednesday for a half hour. I just want your advice as to how you want to proceed today.

Would you like to continue until 6:30 p.m., so we can complete all the estimates? Is that generally agreed, if the minister is available for the extra half hour?

Hon. Mr. McCaffrey: Yes.

Mr. Chairman: Mr. Minister, I believe you may want to answer some of the other questions raised by committee members.

Hon. Mr. McCaffrey: With respect, because I think it's the sense of the committee and their preference too, I would prefer to get right on to the matter which is of interest now and has been for many weeks, the expenses for the renovations of the McMichael gallery. With your permission, sir, and the permission of the mem-

bers of the committee, I would like to call Mr. Michael Noon, the executive director of the culture division. He has a presentation which will help put some of the matters related to the renovation in some context.

3:40 p.m.

As you know, Mr. Allyn Taylor and Cicely Bell, the chairman and vice-chairman, respectively, of the board, and Michael Bell, director of the gallery, are with us this afternoon, too.

Mr. O'Neil: Mr. Chairman, I thought the minister would have a statement today for us before we get into this. I thought we had made it quite clear yesterday that we wanted some sort of a clarification from the minister and from the committee whether or not we were going to be given, as we thought we were, two or three days between now and some time in February or March in which we would discuss this matter fully.

It was my understanding that the minister was going to check with the government or with the House leaders to see whether or not there had been some arrangement made on this so we could discuss that at some future date, rather than taking up part of our five hours when there are other things we would like to touch on concerning the ministry. I wonder if we could have some clarification on that.

Hon. Mr. McCaffrey: I'll try, but the clarification, Mr. O'Neil, will have to take this form. Again, I'm in your hands and it is quite right and proper that that should be the case. I am anxious, as is everyone in the ministry and on the board, to have a thorough, detailed examination of all the expenses related to the renovations of the McMichael gallery. We are anxious to do that. We are prepared to do that.

I guess what you're asking me is do we do it within the context of the five hours set aside for estimates or do we do it at some other time. With respect, it's not possible for me to answer that. I would just ask this: could we now begin and then in the collective judgement of the committee if there is more time required, I think as reasonable people we could and should talk about that.

I would hate to see us now move away from the presentation we are prepared to do, and in particular because we do have the chairman, the vice-chairman and the director here, and set aside another day down the road to come back to this.

I think it's possible when you have satisfied yourself and other members of the committee to the extent that we have—and I think this will go

some distance toward doing that—you will probably feel satisfied even today that we could resolve it. I can't answer that because there may be other questions you would wish to pursue.

Mr. O'Neil: I thought you would have cleared it with the House leader.

Hon. Mr. McCaffrey: Okay, I'm sorry, you did ask that. Again, it would be a judgement that we would be better equipped to make at 6:30 p.m. if, in your view, additional time would be required either to discuss the matter of the renovations or other aspects of the estimates. Then I think we can decide whether to add additional time or to have that separate hearing.

Mr. O'Neil: The problem is that we have other aspects of your ministry we would like to cover. There is the Royal Ontario Museum and many of these other things.

Hon. Mr. McCaffrey: I understand.

Mr. O'Neil: If we get into the McMichael thing today and we carry on till 6:30 p.m. tonight and we're still not finished, it means we're not going to have a chance to question on the other things. I did have our House leader, Mr. Nixon, talk with Mr. Wells. We're not getting any definite answers either, but the last thing I think this committee should be is snowballed into being satisfied this afternoon for maybe an hour on the McMichael thing and not cover these other items and know that we need another couple of days.

I don't know whether you're aware that the standing committee on social development back on Wednesday, October 13, 1982, passed a motion pursuant to the petition tabled in the Legislature on Thursday, October 12, 1982, requesting the referral to the standing committee on social development of the annual report of the Ministry of Culture and Recreation for the year ending March 31, 1981, that the same annual report be brought before this committee for consideration immediately following the completion of the committee's consideration of the report on wife battering and the clause by clause consideration of Bill 138 so that this committee may conduct an inquiry into the spending and proposed spending for renovations incurred by or on behalf of the McMichael Canadian Collection.

At that time there was quite some discussion in saying we didn't want to put it off for more than two or three weeks. It didn't happen in October. It didn't happen in November. It didn't happen in December. Here we are in January,

getting close to February, and we still haven't been assured of that time.

Surely the minister must have been aware of that motion. You know this thing has been pending, and we still do not have a commitment from the government or from the House leader or anyone else that we're going to have this.

Mr. Chairman: Mr. O'Neil, if I could just interrupt for a minute. It is not up to the minister.

Hon. Mr. McCaffrey: It sure as hell isn't. We would have done it in October.

Mr. Chairman: It is up to this committee. As you mentioned quite correctly on October 13, it was on a motion of Mr. Conway—he is present here, as a matter of fact—that we agreed to hold hearings. I believe four or five days were specifically mentioned, if necessary. Mr. Conway had even agreed to two days.

We did try to determine priorities, and certainly the estimates were given priority. We have, after this ministry, only eight hours and 16 minutes for the Ministry of Health, which I am sure could be completed within two days and then we could proceed. It is this committee that will decide how many days. If two days is what we agree on, we will then proceed on the McMichael gallery.

The other area of concern where we have made resolutions and have agreement is family violence. We have scheduled three weeks. It is up to this committee, Mr. O'Neil, and I think the committee perhaps next week, after the estimates of Health, is planning to—

Mr. O'Neil: You are the chairman. The minister is here. You were aware of that in October. You were aware of the importance of and how we look at this subject, that it needs an inquiry and needs to be looked into, and you have not given us an answer for three or four months. Now certainly you or the minister should have been able to tie down the House leader and have this thing presented to all of the House leaders to get us a commitment before today and you have not got it.

Mr. Chairman: That is precisely what we tried to do, Mr. O'Neil.

Mr. Gillies: Mr. Chairman, if I may, I think if Mr. O'Neil were a regular member of this committee he would appreciate that all of the regular members of the committee were very anxious indeed throughout the fall that the matter of the McMichael collection be brought before it and that we tried on numerous occasions to facilitate that.

It was not just a decision of the government that we were not able to do it in the fall. It was a decision of the three House leaders that the estimates and the other matters had to take precedence. To try to hang this on the minister is very unfair indeed.

Mr. O'Neil: Maybe it should not be hung there, but it has to be hung somewhere.

Mr. Chairman: Order. As I have mentioned earlier, this committee will decide, and it is up to the committee to decide when and how many days are to be spent. There was no hesitation on the part of the minister at any time or the members of this committee. Priorities were given on the agreement of the three House leaders, Mr. O'Neil.

Mr. Gillies: Check Hansard. You will find all three caucuses were very anxious to proceed.

Mr. O'Neil: Could I have a commitment then? What really I am afraid of is that if we get into this McMichael thing now and take an hour or an hour and a half, we will not cover the rest of the estimates. Can we have some sort of a commitment from you, Mr. Chairman, and the members of the committee to have a vote now that we will have a chance to question the minister and staff on this McMichael thing some time within the next couple of months?

Mr. Chairman: Our commitment is on the record on October 13, Mr. O'Neil.

Mr. O'Neil: In other words, can you assure us in some way that you will reschedule this some time within the next couple of months, if we need the time, for two or three days?

Mr. Chairman: The assurance that is to be given is that next week we will decide on the exact date when to proceed after the Health estimates and to ask the House leaders that they support the wishes of this committee expressed on October 13 to proceed with the discussion of the McMichael gallery after the estimates. The estimates will be completed next week.

Mr. Gillies: If I might just very briefly add, Mr. Chairman, one of the concerns of at least some of the regular members of the committee was that we have an opportunity to go out there and look at the renovations and see exactly what work was done and get a feel for the scope of it. It was felt that that could better be done at a time when the House was not sitting.

Certainly, speaking for our caucus, I am sure we are very anxious to see this looked at, and the sooner the better, but hopefully in the period between the end of this session and the begin-

ning of the next. That, along with our consideration of the family violence matter, are the two priority items for this committee in our eyes.

Mr. Sheppard: I agree with Mr. Gillies. I would like to go out and have a look at the McMichael gallery. I have heard so much about it in the House in the past. What I am questioning is that we only have so many hours, and how are you going to adjust the hours, Mr. Chairman?

Mr. Chairman: As I pointed out if you were listening—you probably came in late—we will most likely complete the ministry estimates today. Next week there are eight hours and 16 minutes left for the Ministry of Health. After that, the time is up to this committee, whether you want to start deliberating on family violence or to follow the motion and the agreement of this committee on October 13 to proceed with the McMichael gallery for approximately two days.

I would urge the committee to look back at the motion and the resolution we made on October 13 and to proceed with two days deliberating on the problems of the McMichael gallery.

5:50 p.m.

Mr. Conway: Mr. Chairman, if I might say briefly, I can appreciate the point the member for Northumberland (Mr. Sheppard) has made with respect to the business of these estimates, the organization of the time and the subject matter that must be surveyed. As the person who made the motion here some time ago, I want to just make it clear that it was my intention, acting on behalf of myself and my colleagues, to isolate a relatively short period of time during which we could look carefully at a number of the issues that were of concern to a number of us. I would want to say that I appreciate the interest and the accommodation of the minister. It is obvious that today a goodly number of the people are involved and my suggestion would be to perhaps have the chairman of the board or Mr. Noon or whoever wishes to make a report. It seems to me that the committee has an interest in receiving such information as might be helpful. I must tell you quite candidly as someone who has been looking at this that I am not in any way prepared to proceed on this, the second day of the session, when I do not even have access to my office for all intents and purposes, this being, I think, one of only two rooms that has heat of any kind.

I cannot say that I am prepared to undertake any kind of serious cross-examination on what I

believe are important subjects, but I would say that it might be useful, keeping in mind what the member for Northumberland has said, that we receive such information as can be reasonably presented to date by the McMichael people, keeping in mind that there are other subject areas that members will want to examine.

Having received that information, those of us who have a particular interest in this reference can then proceed to prepare ourselves more fully for the examination which will be organized for a time, I hope, in the not-too-distant future.

Mr. Chairman: Thank you. My impression is that we would like to spend as much time as possible today on the topic of the McMichael gallery. We still have the rest of the parts of the various votes under the estimates to be covered.

I just wondered, if we do agree and if you give me some guidance, as to how I should approach the House leader in expressing the wishes of this committee. If we are to spend two days exclusively on the topic of the McMichael gallery, perhaps you would want to focus your questions under the six votes of the estimates and not spend the entire day today on the McMichael gallery.

Mr. Gillies: Mr. Chairman, I think Mr. Conway's suggestion is a good one, that we take in the presentation now and perhaps have a brief period for questions, but in terms of proceeding with the specific reference regarding the McMichael gallery, as I think the committee envisioned perhaps two or three days being required, we make that the first order of business after the end of this session because for the family violence study we are talking more in the range of two to four weeks.

Rather than interrupting that, why do we not do the McMichael thing first as soon as we can get to it?

Mr. Chairman: Is there a motion in terms of timetabling?

Mr. Gillies: I would so move.

Mr. Chairman: Following the Health estimates, the first point on the agenda will be two days approximately.

Mr. Conway: My motion and I think my comments of some months ago indicated that we imagined a relatively short reference. I used a two-day reference and I would think that is in line.

Mr. Gillies mentioned in his remarks a two-to three-day reference. I think we are in that ball

park. It is not our intention to carry this thing on.

Mr. Chairman: Would there be any objection, Mr. Conway, to visiting the gallery as part of the deliberations?

Mr. Gillies: If I may suggest, Mr. Chairman, if we are going to go up there, let us make it three days, because I think we want two days with Hansard to—

Mr. Robinson: For clarification, what do you mean by days?

Mr. Conway: Normal sitting days.

Mr. Robinson: No, I am not being cute; I am asking are we talking about a Wednesday from two to six being a day or are we talking about catch-as-catch can after routine proceedings?

Mr. Conway: When I raised this subject, I had expected that we would be doing it in January outside of the session so that we would be in a normal recess committee framework.

Mr. Robinson: What I am saying to you is that in the event that we clear off the estimates that are before us, including Mr. McCaffrey's and Mr. Grossman's, the committee will then not have any ordered business before it. For clarification, as I said, I wanted to ascertain that we are not talking about trying to do two or three add-ons after routine proceedings, but are still planning to hold this matter down until there is some interregnum period—

Mr. O'Neil: Why do you not put so many hours on—

Mr. Chairman: Please be aware that this will most likely be at a time when the Legislature is in session. We are talking about a time frame at the end of January.

Mr. Robinson: That is my point, but I did not think it was Mr. Conway's point, which is why I raised it when we talked in terms of days.

Mr. Conway: I kept imagining that we would be doing this when the House was not in session. I have no idea how long these full House-sitting days will last. Maybe, as my colleague indicates—I thought we would require at least two regular sitting days, giving us something in the neighbourhood of seven or eight hours in the committee.

Mr. Chairman: Is your suggestion eight hours?

Mr. Conway: Eight hours.

Mr. Chairman: That is, eight hours following the estimates of the Ministry of Health.

Mr. Conway: That does not include the visit.

Mr. Gillies: If we go up, Mr. Chairman, then it would make that additional—

Mr. Chairman: Additional time. I am guided by your wisdom. Agreed.

Mr. R. F. Johnston: Is that the same bus that went to the museum?

Interjection: Probably the same driver.

Mr. R. F. Johnston: Anyone who would take a bus from here to the Royal Ontario Museum—

Hon. Mr. McCaffrey: From here to Kleinburg.

Mr. Chairman: Mr. Noon is here.

Interjection: Have they put the snow tires on?

Mr. Chairman: Mr. Gillies, do you want to formulate a motion?

Mr. Gillies moves that the social development committee consider the matter of the Kleinburg collection following its completion of the estimates of the Ministry of Health for a period of eight hours in committee, plus such time as may be required for a trip to the gallery.

Shall the motion carry?

Motion agreed to.

Mr. Chairman: Mr. Noon, is there anyone else who will be joining you for this presentation?

Mr. Noon: Yes, Mr. Chairman. Someone is here from our project planning section, who has also been involved in the project from the early days of the feasibility study.

Perhaps I can begin with a little recap. Most of the members are aware that a feasibility study was undertaken as a result of problems perceived, several years ago now, on the issue of fire safety for the building. This study looked at the total redevelopment of the McMichael Canadian Collection.

It was undertaken in July 1980 and looked at what was necessary to put the existing building into shape for fire safety, and what could be done to expand and improve the gallery facility itself and the conservation of the collection.

The best way to illustrate the background to the perception of increased costs is to show a series of slides. Mr. Sheppard mentioned a visit to the building, and this will be a good preparation for such a visit.

It is important to note that the costs for this project did not just escalate. In fact, they did not escalate by a tremendous amount. The costs increased because the scope of work increased. The mandate given by the board and the task force of the board to the consultants increased from that of the immediate measures necessary to effect fire safety and conservation, to deal with the total gallery and bring it into a state of

full operation physically, so that it need never be closed down again, nor would further alterations be necessary.

I can start with the first slide, indicating that the structure of the building is a very complex one. It is actually a series of buildings. It was originally constructed as a house of about one tenth the present size. The house was built in 1954. Additions were made in 1965, 1967, 1969 and 1971. All of these structures and the building standards in each section of the building were different, according to the time they were constructed.

4 p.m.

The relationship between the building, its materials, and the beautiful Kleinburg landscape has always been very important to the success of the collection. The board recognized this and stipulated that the architects must not change the building's character in these renovations. This in itself has had an impact on the cost of the work.

The building's reason for being is the outstanding collection of Group of Seven paintings. This is valued in excess of \$40 million and the gallery's mandate is to collect these paintings, conserve them and display them.

As I pointed out in the first slide, the sections of the building had already been conceived and designed as a house. In 1980, during a visit to the building, an inspector from the Ontario fire marshal pointed out that open fire stairs like these would act as a smoke chimney and offer no protection to the gallery visitors in exiting. There was also no centralized fire detection system or locked fire doors, and no internal fire separation compartments in this very large wooden building.

The building was heated by radiant electric cables buried in the ceiling, and backup baseboard electric heaters. This system did not allow for humidity control in winter, or summer air conditioning. More important than just providing an uncomfortable atmosphere for the visitors, the environment was particularly poor for the paintings in the collection.

In recent years, the science in the conservation of art works has developed certain fundamental principles. Here are graphs which indicate the requirements of a stable environment in terms of temperature and humidity. The graph at the top is a humidity situation. The graph at the bottom shows rapid daily fluctuations, which are very damaging to the paintings.

This graph is from the McMichael collection and it shows rapid daily humidity fluctuations

which existed in the building, from 100 per cent down to 50 per cent. When conditions like this exist, the canvas or the wood backing on the paintings expands and contracts according to the humidity level. The paint, however, moves at a different rate. This causes cracking and flaking of the paint.

This A. Y. Jackson painting from the collection is an example of the type of damage that can occur. On closer inspection, the surface appears to be rippled. On even closer inspection, it shows cracks in the surface of the paint. On the back of the canvas, there is a pattern of cracks where varnish that was applied to the painting has bled through the cracks and into the canvas. This has occurred because of the fluctuations in humidity in the building as it previously existed.

During the preliminary planning for renovations, the authorities having jurisdiction took a reasonable position that the existing wooden structure could not be brought up to current code standards, and they would work towards an acceptable standard of safety within reason. In July 1981 the board began the series of renovations to remedy some of the problems in the building, with a budget of \$4.7 million.

Safety issues, as I mentioned earlier, were the primary concern. The scope of renovations included: a new fire route around the building to give access to the firemen; a pipe to the river to provide supplementary water supplies since the town water pressure was quite low; enclosed exit stairs to provide safe exit routes from all floors and all areas of the building; a series of nonflammable fire compartments to contain a fire in the area where it began rather than spreading rapidly through the wooden structure; a sprinkler system to extinguish the fires; an integrated fire detection and alarm system; improvements to the kitchen ventilation system, because in summer the kitchen temperatures had soared and caused food spoilage; and ramps to make the galleries accessible to the handicapped. In the existing building, a wheelchair had to go outside the building and around a pathway to get from one floor to another, and parts of the building were accessible only by stairs.

When the \$4.7-million budget was set in April 1981, only preliminary drawings were completed because of the fast-track nature of the project. I would point out that there was an urgency to close the building and commence the work, because the local fire department, after repeated requests, had threatened closure. It was assumed

these measures were so urgent that work must proceed before the overall design was completed. This also has an effect on cost. Also, since the building was open to the public until Thanksgiving of 1981, it was impossible to remove walls and ceilings to do a thorough investigation of the existing condition.

I think it was mentioned in the last hearings why, with several architects around in the project, a lot of these problems could not have been perceived in the original cost analysis. It is very clear, and it is still clear as the construction is going on, that not all of the real detailed problems could be researched until the structure had been stripped.

The brown areas in the plan show additions to the building, the new mechanical room, ramps and support facilities. By May of 1982 the board had decided there were many other significant changes required within the building beyond those previously identified for safety. These involved improvements for gallery operating and for environmental controls for the paintings. If these modifications were to be done later, costs would increase and the gallery would have to close again.

The following slides now show the areas where the cost increased to reflect the increased scope of work; the design changes required for the board's new mandate. One of the major changes to the design was in the area of the ramp from the great hall to the gallery area.

During the design development the task force and the board decided that all areas of the building, including the lower floor restaurant, must be accessible to disabled persons. Changes were also made to the design to be more compatible with the design of the original building—as you can see, that is all new construction—and to improve overall gallery circulation.

This is an interior of the ramp you just saw the exterior of, which goes down to the restaurant area.

It was also determined that a new heating and air conditioning system should be provided—as you recall, the heating, an electrical system, was in the ceiling—that would be capable of providing the stable temperature and humidity required in the art gallery. The existing radiant heating in the ceiling had to be removed anyway to install the sprinkler system and the fire detection equipment. It was pointed out by the consultants to the board that to replace this system just would not fit with future standards as far as humidity goes.

Mr. Chairman: Mr. Noon, if you would not mind, perhaps committee members could focus on particular questions they may have as you make your presentation. Do committee members have any objections? Has someone a question to ask now or do you want to wait until the end? Mr. O'Neil had something he wanted to ask.

Mr. O'Neil: When he finishes.

Mr. Noon: The roof on this new boiler room also provides a summer terrace for the gallery restaurant, which is a revenue provider for the gallery. While the original scheme had contained a reservoir, the local authorities revised their standards during the design to increase its capacity by one third. An auxiliary diesel pump was also required for the reservoir in the event of a power cut.

There is a letter from the deputy chief of the Vaughan fire department which explains that tests of water pressure at the gallery had not been successful after the installation of the new town pumping station and so the size of the reservoir had to be increased. Site drainage and grades had to be modified at the front entrance area to prevent the ponding that had taken place there in the past.

A new loading dock and receiving area was provided. In the past, deliveries and shipments had to come in by the front door or through the kitchen area. Imagine carrying fairly fragile paintings through there. There was congestion and a lack of proper security until this loading dock was provided.

In connection with the log walls themselves, the building had to be completely sealed for the new mechanical system to function or a constant humidity level could not have been maintained. The logs are porous and, as this slide shows, water from the exterior of the building has seeped through and soaked a section of the log wall in the interior. The building signs consultant, Mr. Kirby Garden, reviewed the question of the building seal and produced a report in February 1982.

4:10 p.m.

In an extract here Mr. Garden states: "It is to be assumed that the artefacts and works of art are deteriorating due to the adverse conditions. The present conditions and inadequate heating and heat controls are unacceptable."

He goes on to state: "There is absolutely no doubt that the construction of the existing building complex is totally inappropriate for the storage and display of Canada's greatest art

collection. If the board and the government will realize the truth of the situation and allow the necessary expenditure, the building can be made acceptable. Over the years, the logs have dried out and developed cracks."

On preliminary inspection, it was assumed that the cracks were on the surface until some logs were cut during the investigation, showing that the cracks penetrated completely through the log. The chinking between the logs had cracked in some locations, to the extent that the damage was uncertain. In places the gap between the chinking and the logs was over half an inch wide. You can see this finger inserted in the gap here.

When renovations began and the plaster chinking was removed, it was found that the chinking was not continuous but was backed with wooden spaces. There were many gaps like this one open to the exterior. Between the roof and the walls gaps were covered with facer boards open to the exterior. Insulation was not continuous in these areas. To repair this situation and provide an air seal, all the logs had to have their cracks manually filled with caulking, the chinking joint had to be repaired and sealed and, finally, the log surface was sealed and the joints with the masonry walls were caulked. In the floor and roof assemblies, aluminum paint and caulking were used to seal the joints.

All of the issues I have just mentioned related to humidity control—sealing the building—increased the project cost by approximately \$1.38 million. The following slides illustrate a number of unforeseen structural problems which occurred during the project.

In January 1982 the structural engineer had an opportunity to investigate the actual structure of the building after the finishes were removed. He noted that in a number of cases floors were constructed only to a residential standard—remember this started as a domestic house—with a floor loading of 40 pounds per square foot. This is unacceptable in institutions, in a building where the high occupant load requires 100 pounds per square foot, according to the Ontario Building Code.

The proposal was made to attempt to beef up this floor assembly to increase its loading capacity and the local building department agreed to this solution. This is the residential type of floor joist construction found in the gallery. The structure was stiffened with the addition of steel joists.

The structural engineer also noted that sections of the present building were laterally

unstable and that new construction would actually have to brace the existing building. Much of the building is built on the side of the ravine with, as you can see, quite steep slopes. These portions of the building, with relatively shallow footings, were actually in danger of moving or sliding down the ravine.

New construction of ramps in mechanical rooms were built, partially as a brace to reinforce these existing walls. New retaining walls were also required to prevent erosion on these steep ravine slopes. The cost for correction of these structural inadequacies was about \$252,000.

Again, when the finishes were removed from the interior of the building after Thanksgiving 1981, the existing electrical system was exposed. Ontario Hydro inspected the existing wiring and found many inadequacies. There is a list of inadequacies. The board requested a second opinion, in this case from another engineering group, the ECE Group. This confirmed the need for a total rewiring of the existing building. Again, as with the floor structure, residential standards had been used for the wiring, like the typical house basement.

In an institutional building of this type, wiring must be sheathed in metal conduit. There was evidence of rodent damage to the wiring, which could create a potential fire hazard. The entire existing building has been rewired to institutional standards, including all wires in metal conduits.

In some cases, panel boxes were installed under stairwells. Again, this violates the code and could create a very hazardous situation, particularly if a fire were to start in an overloaded panel box. The panel boxes and switch gear have been relocated and redesigned to current code standards.

On visual inspection of the ceiling in some areas of the building, the consultants realized that a row of lights had been removed and holes plastered over. When the ceiling was removed for renovations, the consultants found the electrical boxes—in some cases still live—had been left in the ceiling. The box itself had just been filled with plaster and left in place. All of these boxes are being removed throughout the building and a new track lighting system installed in their place. The cost of this wiring replacement throughout the whole building was \$470,000.

Other electrical and mechanical changes were required. The electrical engineer also found that the high voltage electrical lines were running into the building immediately below the concrete floor slabs. Again, this is contrary to

current codes and potentially very hazardous. You can see the hazard there. These lines should be well below the slab, encased in conduit and well drained.

To respond to this situation and to provide the high and dual voltage buried power supply required by Vaughan hydro, major changes were made to the electrical system, including this major switch gear installation. A new electrical vault was also required. A new heat recovery system was provided, as I mentioned before, to meet the interior environmental standards for an art gallery and a new heat distribution system was installed throughout the building.

Changes were made to the exhaust system. Cooling towers were relocated away from the building because of their noise generation and a new smoke and odour removal system was provided for the kitchen. Washrooms were also provided for disabled persons. The cost of this last set of changes was \$946,000.

A new electronic security system was provided throughout the building. Previously, only a partial residential-type system had been used. The cost of this was \$125,000. This security system, which is integrated with the fire detection and alarm system, allows voice communication with all areas of the gallery and provides the high level of security required for a collection of this type.

There were additional costs involved in maintaining the aesthetics, as I mentioned at the beginning of this show, both outside and within the building in terms of interior wood finishes, disguising or hiding new ductwork, exterior stone finishes and wooden roofs. These costs amounted to approximately \$124,000.

Functional changes were also requested by the board and the gallery management to improve the operation of the gallery. An area under the new ramp was developed as an art vault for painting storage. There had previously been no vault in the building. This area is provided with the halon gas extinguisher system to avoid any potential water damage to paintings stored in the vault.

Changes were made to office areas and locations. A storage mezzanine was added above the gallery shop for the storage of items to be sold in the shop. There are substantial gallery revenues generated by the shop sales. This material had previously been stored in closets and corners all over the gallery. It is now collected in one place in this mezzanine over the shop. These changes cost \$351,000.

With respect to increased fire safety requirements, as the project progressed and the authorities became more concerned, the Ontario fire marshal required more stringent conditions. This new exit corridor from the kitchen area became necessary. There was also a requirement that the standpipe system with fire hose cabinets be installed throughout the building. The cost of these additions was \$55,000.

4:20 p.m.

In addition to these costs, a separate package to complete the building humidification has been identified. When costs were talked of before, I think \$850,000 was the cost to replace the roof and seal and complete the humidification. The present cedar shake roof, which in some cases is almost 30 years old—you can see the deterioration on the peak of the roof—is being replaced with a new roof which contains an air barrier to prevent moisture from penetrating through. More insulation is also being provided. These are all in line with the recommendations of the building science expert whom I quoted earlier, Mr. Garden. The new roof on the right is recovered with cedar shakes and appears exactly like the old one. The difference in level will be corrected when the old roof is replaced.

A new vestibule has been added to the front entrance to prevent cold draughts coming into the gallery and to prevent the humidity, which we have taken such great pains to create, from escaping. Its design is being developed to minimize its impact on the front entrance of the building. Humidifiers and dehumidifiers are being added to the new air handling system.

To recap, the major changes to the project which have contributed to increased costs because they are of increased scope, are: internal ramps for exits by handicapped persons—this is one of the old ramps that required the disabled to go outside to get from one floor to the other and this is the interior of the new ramp; the basement area under the ramp which was developed as a secure vault for painting storage; the new storage mezzanine added for the profit-making gift shop; the existing building chinking removed and replaced with a proper seal to maintain gallery conditions for temperature and humidity; residential floor construction strengthened for gallery loads as per code; reinforcing walls added to prevent existing walls from shifting near the ravine; residential wiring with signs of rodent damage replaced with code-approved institutional wiring and conduit; new transformers and switch gear added to meet local

hydro requirements; new mechanical systems added to meet gallery standards for heating and humidity control; a new security system; and the existing roof replaced to seal the building.

The final result is a safe, secure gallery which maintains the charm and the character that has always been a feature of this building. In fact, in some cases, like this ramp window, the renovations have provided even better views of the countryside than existed in the original building.

Thank you, Mr. Chairman. That's the end of the slide presentation.

Mr. Chairman: Thank you, Mr. Noon. There are two speakers on the list. Mr. O'Neil.

Mr. O'Neil: Realizing that we will be having a couple of additional days and other members will have questions, there are just a couple of points I would like to make. I don't think it's really fair to Mr. Noon that we put him sort of on the spot. I just wonder if the chairman and the minister would like to take a chair.

Mr. Noon, these renovations started off at approximately \$4.7 million?

Mr. Noon: The budget estimate for the priority mandate that was given to the consultants was \$4.7 million. That was safety from fire for the public and the collection, disabled accessibility and preliminary work to ensure conservation measures that need not necessarily be duplicated or removed at a later stage.

Mr. O'Neil: The increases now amount to how much?

Mr. Noon: The present budget for the project is \$9.45 million, which includes \$850,000, as mentioned earlier, to replace the roof. That element was isolated particularly because the board, the task force and the ministry were concerned that it was a major cost and they wondered how necessary it was. We went to great lengths to obtain second opinions, as I mentioned.

Mr. O'Neil: You say the present budget is \$9.45 million?

Mr. Noon: That's the budget to complete the project.

Mr. O'Neil: That's the budget to complete it. Maybe it would be better to ask the chairman or the minister whether we can anticipate further increases?

Hon. Mr. McCaffrey: The sum of \$9.45 million has been approved to complete the project, period.

Mr. O'Neil: Yes, but we approved \$4.5 million at one time.

Hon. Mr. McCaffrey: I repeat, \$9.45 million has been approved to complete the project, period.

Mr. O'Neil: By the way, are the consultants on the job now the same consultants that went in and said, "This will cost \$4.5 million to do these renovations"?

Mr. Noon: Yes, they are the same consultants.

Mr. O'Neil: I think when we get these two days we will be looking at these consultants who originally came in and told you, Mr. Minister, in good faith, that this thing was going to cost \$4.7 million, and then, after they had the job and their hands in the public purse, came in and said, "Now we want all these changes. We didn't see these changes to start off with." Surely to God all of these changes that you've shown us—none of those were seen by these consultants?

They pick up this job at \$4.7 million. It escalates to \$9.45 million. You're still not finished, really, are you? What will these costs finally end up at?

You still have the original consultants that you had at that time. One of my questions would be, why would you keep the same consultants who tell you the job will cost \$4.7 million and then, as they go along, they find all of these new things that they didn't discover to start with?

Mr. Chairman: Mr. Taylor, I believe you would like to comment.

Mr. Taylor: Ladies and gentlemen, in fairness to the consultants, they never told us the whole job would be done for \$4.7 million.

Mr. O'Neil: We were told that, Mr. Taylor. The minister was told the renovations to the McMichael location would be done for \$4.7 million. At least this was our understanding when it came before the House.

Mr. Chairman: Perhaps you could let Mr. Taylor answer.

Mr. Taylor: If I may, sir, we were told from the beginning that there would be three phases to the work to be undertaken here. The first phase, which would cost \$4.7 million, would be to correct essential fire and security hazards for both the public and the artifacts. That was the \$4.7 million. That was the cost to the first phase.

It was anticipated then that the second and third phases would be some time down the road. The urgent steps were to be taken within the—if I may say so—almost unreasonable time frames that were given from the date of the closing on Thanksgiving 1981 until June 1982.

Mr. O'Neil: This wasn't fully understood by those in the Legislature. At least I did not understand that. I know it came as a great surprise to a lot of the members of the Legislature and to the press and everyone else to learn that this \$4.7 million wasn't the final cost, that there were three other phases and that it was going to climb to over \$9 million or \$10 million or \$12 million.

Mr. Chairman: Would you continue, Mr. Taylor?

Mr. Taylor: I think the question is very much to the point and I respect the question, sir, but I have lived long enough to have been involved in three major renovations of buildings prior to my association with McMichael. As a result of my experience in each one of them, I had vowed that I would never again be involved in that kind of thing because, literally, it's a pig in a poke. Until the building is closed and until the architects and the consultants could actually get in to examine the full nature of the original construction and the extent to which the original construction didn't now comply with codes, there was no way of saying what would be required.

4:30 p.m.

From Thanksgiving 1981 until last March, a period of about five months, it became increasingly evident that things were being uncovered, such as the Ontario Hydro demand for rewiring and the fact there was residential construction in an area that required public construction. I am sorry if I am speaking for too long, but I am attempting to answer the question. It became obvious that it would be far more sensible to do the second phase at this time, rather than wait until it was required a few years down the road.

I wrote the ministry, with the full authority of the board, on May 2 last year. I said that the situation was that we were to open in June and, indeed, we would open the first phase in June to the public. We were committed to that. I told them that it would be a great mistake if we did not bite the bullet—to use the expression—and do the rest of the work now, rather than waiting three or four years down the road.

I would have been very happy to see it done later on because I would not have been connected with the collection, but it would have cost far more to do it then and there would have been a further closing, inconveniencing the public and the merchants of Kleinburg. So the recommendation was made and the ministry had the matter examined by the Ministry of

Government Services. In due course, the recommendation from the board was approved.

We proceeded then to take the steps that were sensible to be taken then rather than postpone them for three or four years. It was not a question of overspending. We could have opened the gallery last June within the \$4.7 million. As I said, we would have taken the essential steps for fire security, but we would not have been able to comply with the Hydro requirements or the stairs and we would not have done anything about humidification.

Mr. O'Neil: To be fair to both you and the minister, because the minister came into this thing after it was well along the road—

Mr. Conway: How well we remember.

Mr. O'Neil: —when you have the Ministry of Government Services and other government agencies in this, why was it not made plain to the members of the Legislature that this was just the first phase and that we might head into these other large increases? As far as I know, we were not told anything about the \$4.7 million.

Hon. Mr. McCaffrey: Mr. Chairman and Mr. Taylor, if you would permit me to answer—and Hugh, don't hold me to dates, but I will get specific dates if you would like me to—it is my recollection, as well, that it was in May when I was first made aware, following correspondence from Mr. Taylor, what the new, revised numbers were. At that time I had been a minister for seven or eight weeks.

My initial reaction was the same as anybody's initial reaction would be when one sees a change in numbers of that magnitude. I remember clearly that it was the spring because—Michael, I do not think you were with us—Brian Forsyth and I—and there was someone else with us—went out to see it.

I hope the slide presentation brought some of this into proper perspective. I am not trying to say that answers everything because I do not think it does, but I hope it brings some of it into perspective. That spring day visit for me sure as hell gave me a grasp of the magnitude of the new bill. I remember that because I had to take it to Management Board. The reaction of every member of Management Board was precisely the same as anybody's is when he sees the numbers in isolation.

Subsequently, we had a full discussion in cabinet. In June—I do not remember the exact days—I had one thing I was really anxious to do. When we did make the announcement about what the new number was, I wanted to be able to

do it at the site. I thought that would be helpful—I am being quite blunt with you—to see the building and the changes in the context of the numbers. At the same time, I wanted to do it when the Legislature was sitting. We simply ran out of time.

I had this option. I could have sent out a little press release and everybody would have been back in their respective constituencies. I say, with respect, I know exactly what the attitude of any responsible MPP in this place would have been. "Why in hell do you make this announcement when the House is not sitting when we can't get at you?" and so forth.

We could not be at the site and the House wasn't in session, so we waited until October. As I recall, we had the partial re-opening just as the Legislature came back. At that time, the information was made public and your motion to have a hearing was made within one day.

I accept full responsibility for having waited until there was a proper opportunity to discuss the new numbers. In my judgement, the proper opportunity meant when the House was in session.

Mr. Taylor: May I add a word? Mr. Noon has confirmed my understanding that in the hearing on the McMichael gallery last February reference to the three phases was made on more than one occasion and that we were undertaking the first phase of building construction at that time.

Mr. Sears of the architectural firm Klein and Sears, the original consultants, emphasized in the original report that three phases should be undertaken in the work.

Mr. O'Neil: You can go into this matter of three phases and everything else, but your slides confirm for me—I do not know what the consultant was doing. In other words, you get back to this wall or you get up in this ceiling or you get into this area, and there is continual change and escalation. We have one section here where there were 716 changes in the work order.

What sort of preliminary planning was done? You get in there and then you get all these change orders, 716 for one particular area. How carefully did your consultants, the people from the Ministry of Government Services and the rest of the people who were working on that project really look at it? Or, as I say, was it the hand in the public purse where costs just continually escalated and we are paying the bill?

Mr. Taylor: Mr. Chairman, as a person who contributes in a modest way to the public purse,

I am very conscious of the importance of watching that kind of thing. I would say that where I stood—and I was watching it objectively at least—I have never had anything to do with either the consultants or the architects. They were recommended to us highly. It was the unanimous opinion of the board that they be employed, and each one has a reputation that speaks for itself. I have never had any indication of any attempt on their part to close their eyes to anything that would encroach on the public purse. I must say that.

You will hear from them, and they must speak on the matter of change orders and the necessity of individual change orders. I can only say that this has confirmed my resolve that never again will I be involved in a major renovation of an old building that is very attractive in appearance. I think that made it unusually difficult for anyone looking at it. On the surface, the building required nothing. It was only when it was closed and there was an opportunity to examine in detail some of the sections that have been shown to you in slides today that the full realization came to them, and through them to us, of what was needed. I cannot go beyond that.

Mr. Chairman: Any further questions? Thank you, Mr. O'Neil. Mr. Johnston?

Mr. R. F. Johnston: There are just a couple of things because we will have a chance to go at this later.

There is something that strikes me in looking at all this, and the minister and anyone else who would like to may comment on it. For years and years we were playing with the health and safety of the public in that place. It was not at all equipped as a public gallery should be in terms of very basic things.

Would someone please tell me this: Is it not true the differentiation between commercial and residential standards for such things as joists and wiring in buildings has been in effect for at least 15 years, maybe even 20 years in this province? How did we ever build those extra extensions on the dates you say they were built?

Mr. Taylor: The board of the McMichael Canadian Collection had no involvement of any kind in that. It was not appointed until after the last of the sections was added to the building. I am not in a position to speak at all on that.

Mr. Conway: But that date was when? When was the last of those?

Mr. Taylor: The board was appointed as of April 1, 1973, and the last gallery was built in the fall of 1972.

Mr. Conway: But surely you were no less responsible for what transpired as a result of people being there?

Mr. Taylor: The building was there and we were assured time and again—Mr. Conway, this was discussed at length last February. I was asked whether I did not realize the building was a fire trap. I think I suggested that this building in which we are now sitting today may have some fire aspects to it that do not appear on the surface.

Mr. Conway: This entire wing burned about 70 years ago, if that makes you feel any better.
4:40 p.m.

Mr. R. F. Johnston: We would be happy to know that the joists are strong enough to support all of us here today.

When did we get the understanding in gallery circles that control of humidity was an important thing in terms of preservation of paintings?

Mr. Taylor: Might I ask Mr. Michael Bell, our executive director, to speak to that?

Mr. Bell: I feel as if my thunder has been stolen by the slide presentation. Nevertheless, the whole issue of how to preserve a painting has been under scrutiny for probably 35 or 40 years. At the beginning, it was a pretty ad hoc kind of empirical thing, but during the Second World War the collections from the National Gallery in London were evacuated from London. They were placed in an underground storage—mines or something of that nature—where the temperature and the humidity were relatively stable. The relative humidity persisted at about 50 per cent.

When the keepers of the collection realized the paintings were going to have to be moved from the National Gallery, they were quite concerned about what was going to happen to them, because they were not going to be able to inspect them on a daily basis. They were concerned about whether they would deteriorate in this temporary storage situation during the war years. They monitored those paintings very carefully and they found that the conditions in the mine, the temporary storage, seemed to be far more acceptable from the point of view of keeping the paintings in good condition than the old gallery back on Trafalgar Square.

That began a whole series of investigations and scientific observations that have culminated in the state of the art as it stands now, that a stable environment is very important to maintain the condition of a work of art. There is a

certain range within which the relative humidity can move, provided you keep it stable.

Years ago, but not so many years ago, we used to have a kind of ideal that 50 per cent relative humidity was going to be the be-all and end-all for painting art in Canada. From a scientific point of view, that was perfectly true. The only problem was it did not regard the nature of our climate and the nature of the kinds of structures we use to house our museums and galleries.

I think the present state of the art right now, from the most recent bulletin published by the Canadian Conservation Institute on the particular question of environment for works of art, suggests that a set point of around 38 per cent relative humidity is a healthy situation for the art works and can be maintained, given the rigours of our climate, whether they be summer heat or winter cold, and the nature of the construction we use to build buildings.

Mr. R. F. Johnston: The reason I raised the question—and thank you for the detailed answer—is for the basic answer. We have known for many years that humidity control is important and we have known for many years that, for instance, log structures do not provide very good humidity control because of the splitting of logs, etc., besides the whole caulking problem. Just as you say, we have known that for years.

Were there studies done by the ministry before the buildings were taken over in terms of what buildings were needed properly to house these paintings? Were no studies done some time before this disaster occurred and things got as far as they did? How did it get to this stage that we are now facing \$9.4 million of costs to make these buildings suitable?

Surely there is an accountability here from the ministry which is the guardian of this \$40-million worth of art—I would say priceless art and not put any dollar figure on it—that we have. By God, how did this come about?

What is the cost—we have not heard that—and is there an escalation on the cost of fixing these paintings that maybe is higher than we thought it might be? Do we have any dollar figure on what it is going to take in the meantime to fix those A. Y. Jacksons and other paintings that are cracked? I just find this incredible.

Mr. Bell: Each individual painting is a case in itself. It is not unlike ourselves; we have our own specific ways of reacting to the environment. Some of them will require more work than others. Some of them, if we stabilize them as

soon as we possibly can, may not require any significant work at all.

Mr. R. F. Johnston: Have you done any study estimates on what the cost will be?

Mr. Bell: We are in the process of doing an evaluation to establish a base condition report for the entire collection and we have proceeded through about 300 items over the past few months.

Mr. R. F. Johnston: When do you think it will be available?

Mr. Bell: The complete evaluation, I suspect, will not be finished for maybe three or four years.

Mr. R. F. Johnston: So we will not know what damage has been done in total terms, in terms of the need to bring these paintings back to something bordering on the original condition or the best condition at the time of purchase or donation, for three to four years?

Mr. Bell: With respect, I think probably the best recommendation will be to stabilize the environment and do whatever restorative work is required on those cases that are in the most jeopardy and monitor the balance very carefully.

You touch upon a point that is very important and that is that that collection has been described as a period collection. All those paintings are approximately the same age, within the same quarter of a century. The process of embrittlement of the paint and the breakdown of the support and all that sort of thing will happen in a normal sort of ageing cycle. In maybe 30 years' time or 15 years' time, if the environment is not stabilized, there may be a sudden appearance of a lot of problems with many of the paintings because they have all reached the same age at roughly the same time.

Mr. R. F. Johnston: I did not mean to take so much time because we will have an opportunity afterwards, but I am very shocked at the stage the stuff has got to.

Mr. Conway: Thank you, Mr. Chairman. My friend the member for Downsview (Mr. Di Santo) always reminds me of the time.

That was quite a presentation, Mr. Noon; I appreciate that maybe more than you can imagine. I come from a family which is in the lumber business and there is sort of a saying in the business about how you make money on government contracts. I think I know how it goes, but this must have been some contract. I do not know very much about properties; I have not been involved, like the chairman of the

board, on previous renovations and I would be disposed to defer to his judgement.

Before I get to that, I also want very quickly to take us back a year ago. I say to you particularly, Mr. Taylor, and to the minister, I well remember the minister when he arrived. God knows and God only can remember what a breath of fresh air he was in this room, or not far from here, about 12 or 13 months ago, with his commitment to openness and candour, which I have always known him to live up to, because there had been a real problem.

Some of us had come to this cultural subject area as real novices and were somewhat surprised to find that in some respects it appeared to be a real swamp. Don't you remember, all of you, how with Bill 175 we were going to drain that swamp, we were going to establish a new order, a new order of accountability, of taking the Legislature and the public into our confidence, and we would never again be subjected, any of us, to this regrettable situation that we had seen in November 1981 through to February 1982? It is against that backdrop, those commitments, that new hope, that in September, October and November of last year I was somewhat disappointed.

4:50 p.m.

I looked at that, Mr. Taylor. Who can quarrel? On the basis of what little we have seen, I want to tell you that you have added materially to the information base which we have been developing and you have, as I said earlier, probably assisted us more than you can imagine. We will take what you have told us today and review it very carefully and assess it against some of the other data we have.

I look at that presentation and I say some of what you have told us seems to be altogether so visual as to make one wonder what the members for Scarborough (Mr. R. F. Johnston) and Quinte (Mr. O'Neil) were wondering aloud about moments ago. I do not, quite frankly, think a lot of residential basements look like the one that was thrown up there as a standard example. God, I hope mine doesn't; I am going to rush home on Friday just to be sure, but maybe I will be proven wrong. That looked like an absolute jackpot; a visual, predictable jackpot.

The roof—I do not know how serious that is; I would be interested to look at a few more slides to have an appreciation of the context. What kind of wunderkind would it take to determine that there was a problem? There are the floor boards and water leaking through the walls. I do not know, I am just picking from memory. I

wonder, too, what kind of consultants did we have who missed some of that. I would not say all of that, because I do not know what fitted into the original plan or others.

Really, let the minister help us in trying to understand how it is so many of these revelations occurred after the initial fact. I see the director and I appreciate his expertise and would invite his response.

Mr. Bell: Mr. Conway, I just have one very precise little bit of information and it is an indication of the sort of problem you are referring to and the difficulties of seeing it.

The walls of portions of the gallery were covered with grasscloth, I do not know whether you are familiar with it or not. We believed that it would be very easy to open that up and find out what was underneath it to assess the nature of the work that would be required without creating a great deal of a problem. The grasscloth was taken off and then we proceeded to try to take off three-quarter-inch or half-inch plywood which had been nailed to the two-by-fours with 3-inch spiral nails.

The surface, the cosmetics, the finishes of the building, the things that you would see on the walls as you go through that building were so solid and appeared to be so right, so correct, that they did not give any indication that anything was wrong behind them.

Mr. Conway: What covered up that mess of wiring that we were alarmed to see?

Mr. Bell: Probably a plaster ceiling, I suspect.

Hon. Mr. McCaffrey: May I, Mr. Chairman and Mr. Conway, see if this helps? Mr. Henry Sears of the firm of Klein and Sears is here in the audience and might be able to help us.

Mr. Conway: I would just as soon stand that over to another time. Some of us are assuming things. It might be helpful when we do this again to go through those just to be told what—I presume there was nothing covering that roof. I cannot remember but maybe there was. What is the kind of information that might be helpful?

Mr. Noon: There was a ceiling below the roof.

Mr. Conway: The outside roof. I am talking about the picture we saw of the outside. Was there anything covering that?

Mr. Noon: No, just the insulation in that.

Mr. Conway: All right. That is the kind of information that might be helpful.

Mr. Gillies: As a supplementary to that point, it is not only the information as to what the

nature of the work was, but I think what would be helpful to us would be at least a partial list of the dates when certain types of this work were undertaken.

For instance, when I look at the lighting fixtures that were covered over in the ceiling with the plaster, when I was chairman of the property standards committee in Brantford I am sure that in that municipality, to do that work as it was done and to leave live lighting fixtures in that ceiling would have been against the municipal building code in the city of Brantford for well over 15 years.

It would be very helpful to know when this work was undertaken so that we can sort of track it down and get a better handle on that.

Mr. Conway: I want to point out to you gentlemen that it is going to be important for us to know some of those things, because there is no doubt, I agree with Mr. Bell, that some of that must have obviously been very much hidden. Some of this wiring stuff, I presume, was not quite as hidden as some of the rest. There must have been entry points and exit points for some of that. That is the kind of information that we are obviously going to want a closer examination of.

I'm just going to serve notice now on both Mr. Taylor and the minister that it would be useful to have a chronology from you at some point. The minister was helpful today in going over some of those points, but I can just imagine those Management Board meetings. I can just about predict some of the language. I would like to know the process.

You have to know, you have to remember, and I hope you folks will understand, that we are the people, we are the Legislature. To protect a \$500,000 investment in northern Ontario we have now spent \$44.6 million.

Mr. R. F. Johnston: We are getting a little nervous.

Mr. Conway: We are getting a little nervous. We are not unduly critical, I hope, but we are a little nervous. I would like from both the minister and the chairman of the board some chronology of the process by which we came to this.

I want to end by referring to you, Mr. Bell. I would like you to comment on what may be some thunder that we have not dealt with. I am sorry, I don't have the piece of paper here that I would like. This doesn't bear a date, but I think this is a transcription from the fall of 1982. I would like you to comment on it. It concerns a

discussion that you had, apparently, with Mr. Michael McIvor of the Canadian Broadcasting Corp.

Mr. Bell: I may have the transcript in my file here.

Mr. Conway: I would just like your observation. Deny it or explain it or whatever.

The transcript I have in front of me, and I think, as I say, it is September or October 1982, says: "McIvor:"—he is quoting you at this point—"The decision to double the amount was made without any public knowledge," says Michael Bell, gallery director, so that government officials would not be prejudiced by any public outcry."

Then he goes on to quote you directly. This is McIvor quoting Bell directly: "We were particularly concerned that in the process of reviewing and discussing the various options that we had open to us that these things would hit the public place, so to speak, and create another controversy around the activities of the collection and perhaps prejudice the decision of the government one way or another."

Would you care to comment on that, how it came about and if it's true, keeping in mind the discussion that we had a year ago about the new order?

Mr. Bell: Absolutely, sir.

Mr. Gillies: Take the fifth.

Hon. Mr. McCaffrey: Hopelessly drunk at the time?

Mr. O'Neil: No prompting.

Mr. Bell: No, no. One of the problems with dealing with the news media in that sense is that it is not what you would call a hot-line show. They have the capacity to edit your comments and embellish them, put them into whatever context they wish to put them into.

Interjection: No.

Mr. Bell: I'm sure you've all had that experience at one time or another, given your particular vocation. Nevertheless, those comments, the section that was left in the tape, were preceded by a rather lengthy explanation—I guess that would be the best way to put it—of the approval process which we are using.

There is a task force on capital alterations—it's a task force of the board—that has dealt with all of the issues of the renovations. They have discussed various options, whether it should go this way or that way, whether the vestibule should be this big or that big, whether the logs should be this colour or that colour, all sorts of

things. They make a decision and they recommend that to the board of trustees.

The board of trustees then goes through much the same deliberate process in trying to assess what the appropriate decision is going to be. With certain things the board of trustees has an ability to deal with its own business in an open and direct way and to get on with it.

5 p.m.

There are some kinds of decisions to be made, some kinds of things that have to be done that we necessarily, by virtue of the legislation we operate under and also the memorandum of understanding we have with the ministry, have to refer to the minister for his consideration, especially when it comes to matters of significant sums of money for capital works or whatever. Not only do we have to go to the minister and ask for his blessing, but the minister then has to probably go to another level himself, i.e., the Management Board of Cabinet, for approval for the expenditure of additional funds for this increased scope of work.

Hon. Mr. McCaffrey: I ain't going back.

Mr. Bell: I haven't asked yet, neither has the chairman.

Nevertheless, that discussion process, the discussion of the option of whether the board should or should not go for an increased scope of work, was discussed in that context of the board and the task force and eventually the minister. The board and the task force did not wish to prejudice the decision of the minister or Management Board by creating a situation where there may be public pressure one way or the other to confuse the issues.

Ms. Coppins: Democracy is such a burden.

Mr. Conway: I would just like to conclude quickly, Mr. Chairman, by thanking Mr. Bell for that clarification. I have to say that we will be returning to this, not at any great length for my part, at a later date, but, boy, you just have no idea how angry I get over stuff like that.

I want you to believe, whether you will or not, that it's without prejudice that I view this matter. I like to think I'm one of the members; I have been to the place a number of times. I am probably more likely to vote an appropriation for improvement than most in this place.

I'm going to tell you and the minister as well, and I want this to be understood with all the directness with which I offer it, if there is going to be good will, if there is going to be faith and trust—and we went through a very painful exercise a year ago. I well remember having a

fairly heated exchange with you, sir, and with a fellow at the University of Toronto, Newlands, I believe, about the ethics in this whole business. I left that hearing thinking maybe I was far too harsh on you people who have a very difficult job to do, and by virtue of what I have heard about you all, you are extremely well qualified. About you, Mr. Bell, I have heard nothing but the very highest praise.

But to leave this room with members committed to a new legislative framework that it was hoped was going to give birth to a new era for that much-troubled gallery, the most popular gallery for most people in this province, and then to be told that as the first chapter in the new book we have renovations which have doubled in cost, for whatever good reasons that we have now been subjected to, and that as part of the new order it was that we would not let the Legislature or the cabinet know the full truth of the situation because, God knows, if they ever found out—

Mr. Bell: Excuse me, that is not what I said. What I said, sir, if I may, is that we have an approval process. We have no authority to go out and say that we are going to do certain kinds of things unless we have the approval of the minister.

Mr. Conway: I accept that, but I am looking at it as a legislator. We are now confronted with a fait accompli. You have gone and spent twice as much money as we thought you were going to spend, for whatever good reason. Mr. Taylor, you are too good a manager to know the kind of problems that creates, keeping in mind again what we left with in February. If we hadn't had some of those commitments and some of those discussions, maybe I wouldn't feel the way I do.

Then to be told, or maybe not told, although you can interpret that any way you want, we'll look at the full transcript—I don't have it with me, but I've had a look at the broader transcript—the impression that leaves is that we'll go and spend whatever is necessary to bring this gallery, this jackpot we've inherited and which some of us have been responsible for running for nine years. We'll take this jackpot and rehabilitate it at a cost of \$10 million, but we won't tell those country bumpkins down at the Legislature what we're doing because, God knows, they're such a parsimonious, niggardly lot, uncultured even, that they couldn't appreciate what good things we are doing for the Ontario civilization. We'll do it and present them with a fait accompli.

I want to tell you that may be an unfair

conclusion, but it is a conclusion that some of us are regretfully prepared to make on the face of some of the information we have. It upsets me, because I think we have a great tradition of art at that place and I want to see it carried forward in a very positive way, but this kind of process, this kind of language, is not helping the new order unfold in a positive fashion.

I see Walter Pitman back there. I wonder how many of these other arts people are sitting here thinking, "So they think they want to cut us by 15 per cent; well, maybe we will use the old McMichael end run and spend the money and hope poor old McCaffrey can go to Management Board and pull the money out of the fire."

Enough said, but we will return to that new order—

Mr. Chairman: I think it is only proper that the eloquent statements made by Mr. Conway alluding to some impropriety perhaps in the statement made by Mr. Bell warrants a response, Mr. O'Neil, if you do not mind having Mr. Bell comment.

Mr. Bell, is there anything else you would like to add?

Mr. Bell: I am trying to recall the transcripts from the February meeting with this committee. If I recall correctly, when the questions were asked of us about the cost of the renovation project, we were quite open with the suggestion that there were other things we were looking at and that there may be additional costs.

Mr. O'Neil: Mr. Chairman, for clarification on the cost, we were told it was \$4.7 million originally. The new estimates are \$9.45 million. Has not the auditor told us that the new costs are now \$10.05 million?

Hon. Mr. McCaffrey: I think I can help on that. There is a \$600,000 discrepancy if that is the way the arithmetic works out, that \$600,000 having been earlier approved for moving and display of the art works during the period of renovation. Is that the \$600,000 difference?

Mr. O'Neil: So the costs do stand at \$9.45 million? They have not gone over that? They are not expected to go over that? Or are they?

Hon. Mr. McCaffrey: The \$9.45 million has been approved to complete the renovations.

Mr. O'Neil: Three months from now are we looking at another \$1 million or so? You must have some idea where this thing stands. We have been sort of led to believe that it is not at \$9.45 million, that is well over \$10 million and maybe is closer to between \$11 million and \$12 million.

Hon. Mr. McCaffrey: It is being reviewed right now. I do not want to be evasive, God knows, but the \$9.45 million does stand.

Now when all is said and done, if, and it is a huge "if," moneys in addition to \$9.45 million would be required, I would, with the chairman of the board and members of the board, undertake to work with them to raise those moneys other than through public money.

Mr. O'Neil: Again, I think the minister is being evasive with the committee. Again, you are saddled with this thing, for which I do not really hold you totally responsible, to be fair, but, again, we are getting two answers. We are saying the \$9.45 million is the money that is allotted. Now, it may be a lot higher than that, but if it is going to be higher, then we will go out for public donations to cover that cost.

What are we looking at in total costs for the renovations on these buildings when things are completely complete?

Hon. Mr. McCaffrey: Nine point four five million dollars.

Mr. O'Neil: In other words, you are not going to be coming back here next year and saying that—I am talking about the total cost of the project; not government money. What is the total cost going to be?

Hon. Mr. McCaffrey: I do not know the final answer, but I am not going to be coming back here and neither am I going to Management Board or cabinet for any moneys in addition to \$9.45 million.

Mr. O'Neil: Could I also ask when the complete gallery will be open?

Hon. Mr. McCaffrey: I think Easter is our target, isn't it, Mr. Taylor?

5:10 p.m.

Mr. Taylor: The month of April; Easter is April 2. I was talking to Mr. Bell about it as recently as this morning and it could be open to the public at the end of April. Is that correct?

Mr. Bell: At the present time the building turnover is scheduled for the end of March, early April. I would anticipate that it would take us probably upwards of a month to install the paintings in the balance of the building. I suspect that we would probably be able to install the paintings in such a way that it would be open section by section, rather than waiting for the total installation to be complete before opening up.

Mr. Taylor: Mr. Chairman, may I supplement the minister's remarks and answer Mr. Conway?

I met Mr. Conway for the first time a year ago and prior to that I have had occasion to have a respect for him and my respect was strengthened last year by your questions, sir, and I am equally impressed with your questions today and the sincerity behind them.

I want to say this: first of all I must take issue with the suggestion that the board of the McMichael collection had been guilty of end runs, because the board of the McMichael collection served in an entirely voluntary way with not one 10-cent piece of return to them. There is no earthly reason why they would indulge in end runs, because we have nothing to hide and nothing to be ashamed of.

I speak for all the board in saying that, but I speak particularly for the chairman, because when you get to be nearly 100 years of age you are not trying to prove anything. If you have not done the proving it is too late. I really, sir, want to take exception to the suggestion that the board of the collection have been guilty even once of an end run towards the public, towards the Legislature of this province or towards anyone else. I want to say—

Mr. O'Neil: Our only fear, Mr. Chairman, might be that you may not have been doing an end run with the minister or with the government but that you might have been doing it with the other members of the Legislature, not intentionally yourself, but that was not brought to our attention here. That may not be your fault.

Mr. Taylor: Oh, no, I would like to rise to that if I may, Mr. O'Neil. Anything that has been done that has given the impression of an end run I want put right on my doorstep and not on the ministry's doorstep, because I have seen nothing in the conduct of the ministry that has given me any cause to feel that they were attempting to hide anything. So if there is any blame or responsibility I want it to come to me.

The other thing I want to say to Mr. Conway is I think the interview that Mr. Bell had with the press was not an interview that Mr. Bell would repeat in those words. I think we have all had interviews of that kind. I would like to say I think the greatest concern I have had in the last 12 months has been that we would no longer have Mr. Bell—not that he has given any indication of leaving, because loyalty is a quality of this man.

I have seen a good many people in a good many situations; I have never seen a single senior officer in more of a pressure cooker than Mr. Bell has been in for 18 months now with the

McMichael collection. If occasionally he is gun shy about public criticism and criticism from dozens of different sources, much of it not based on fact, then I can only say it indicates the kind of atmosphere he has been living in.

We are extremely fortunate to have Mr. Bell. If he has any quality you can question, his forthrightness is close to the point of bluntness. I am sure you know the definition of diplomacy is the skilful use of a blunt instrument and Mr. Bell uses a blunt instrument not too skilfully sometimes. Diplomacy is easier for some people than for others and he is so darn frank and so darn honest that he leans over backwards to say exactly what he thinks on any occasion.

I just want to say that in defence of Mr. Bell.

Mr. Conway: I appreciate that and let me say again we will chat about these and other matters soon.

Mr. Taylor: If there is any criticism, put it on the doorstep of the chairman.

Mr. Conway: Another day, another time.

Mr. R. F. Johnston: I think there would be a great temptation for members of this committee to indulge ourselves in further questioning on this matter but we will have another chance. We have only an hour and a bit left to go and there are a number of other items I am sure other members want to raise so I would hope we can move on.

Mr. Chairman: I would like to thank Mr. Noon, Mr. Taylor and Mr. Bell for their presentation. I think we may be meeting with you again shortly and I do not doubt the sincerity of your remarks or the sincerity of the members of the committee who were questioning you. I think we should end on a positive tone.

Mr. O'Neil: Mr. Chairman, are we dealing with the Ontario Arts Council on the next matter?

Mr. Chairman: I believe we have just dealt with the first item of the third vote, dealing with arts support. We are all over the estimates.

If you could give me some guidance, maybe we could carry all the items of the first vote and then proceed in any area that you would like to focus your questioning on. I simply will ask if there are questions on the first vote. Mr. Di Santo?

On vote 2901, ministry administration program:

Mr. Di Santo: I have a question of the minister. I would like to ask if the organizational chart in the briefing report, which is dated April

1, 1982, has been changed and what changes were made.

Hon. Mr. McCaffrey: It has. Have we got a more final one here? We do and we will make it available to you, Mr. Di Santo, and members of the committee in a moment.

Mr. Di Santo: I would like to ask another question, if we can take the time to go over the material. The question is whether the minister can make available all the contracts of the ministry under \$20,000 that have not been under public tender.

Mr. Chairman: Are there any further questions on any items in the first vote?

Ms. Copps: I think the issue of the Ontario Arts Council cutbacks among others was raised yesterday in the context of a question. I wondered if at that point during the course of estimates it would seem that the minister may want to comment on the situation to date and whether the tremendous lobby that has been mounted by cultural groups across Ontario has had any effect whatsoever on the government's proposal.

We do not have all that much time and we did yesterday agree that that would be the next item on the agenda.

Mr. Chairman: We had a general agreement, but let us go back to Mr. Di Santo. We had an agreement that we would proceed with the McMichael gallery yesterday.

Ms. Copps: And then that following that we would get into the Ontario Arts Council cutbacks.

Mr. Chairman: I do not recall it, but if that's your wish we will discuss it. Mr. Di Santo, are you still on the first vote?

Mr. Di Santo: Yes, I would like to ask the minister if he can explain to us the changes that were brought about. For instance, why is Dr. Bancroft, who was brought in with great fanfare two or three years ago, no longer the director of the multiculturalism and citizenship division?

Hon. Mr. McCaffrey: The chart we have now in front of us, dated December 1, 1982, is I think the final and existing organization chart. There is one truism I am told in politics and that is when you have a new minister and a new deputy minister one thing that will clearly follow is a new organization chart. I just want to make that clear at the outset.

With regard to Dr. Bancroft, he was executive director of the citizenship division. His services and value to me, to be selfish, were better served

if he could fulfil his obligations as multicultural adviser directly to me—

Mr. Di Santo: Adviser?

Hon. Mr. McCaffrey: Yes, and he is in that position now.

Mr. Di Santo: Has there been any policy change within the citizenship branch since the people have been changed?

Hon. Mr. McCaffrey: No.

Mr. Chairman: Any further questions on the first vote?

Ms. Copps: Just one, on the comments: I did have a question which I think does relate to the first vote and it relates to the opening statement that was made by the minister specifically related to the work that is being done in the area of multiculturalism. It relates more specifically to the language programs, Welcome House in downtown Toronto offering language classes.

I note in your statement you stated that last year Welcome House provided 7,788 family heads with multilingual settlement information and referrals. One of the questions that came up in the social development committee with respect to family violence was the fact that with both the federal and provincial assistance offered to resettling families in language, education and/or job referrals, etc., the emphasis was placed on the notion of the family head.

5:20 p.m.

Many women of a multicultural background found themselves in a position of having to live in a home where they were subject to abuse in an ongoing way because they had absolutely no access to language classes, to resettlement, to getting out of the situation they were in, because the focus of both federal and provincial governments had been in providing assistance to the "family head."

I wonder if the minister has any statistics on the number of newcomers coming to Canada to determine whether the notion of the family head per se is still valid. If the statistics of the general population showing that over 50 per cent of women are working are correct, then it would seem to me there is need for a change in ministry philosophy vis-à-vis the whole notion of a family head and whether services be available only to the family head, who presumably usually is a male.

Hon. Mr. McCaffrey: I do not have but will get statistics to answer that question. I wonder if this helps. I paused a bit when Mr. Di Santo asked if there were any new policy changes

vis-à-vis multiculturalism because there are not, but there will be some.

One of the areas that is of primary concern to the ministry is English in the work place. A program I am quite familiar with is a pilot project that has been done in conjunction with public money and private funds, with Levi Strauss, the jeans manufacturer.

I have had discussions with other corporate people in the textile industry. This is a real priority for us.

I am not answering your question specifically, but it is the successful result of the English in the work place program that will lead us to do more in that area. As it turns out, it will speak to the point that you raised.

I will get the statistics on that. I do not know whether Mr. Diakowsky is here. Do you have some numbers off the top of your head on that or can we table those later?

Mr. Chairman: Would you please take a seat before the committee, Mr. Diakowsky?

Mr. Diakowsky: I do believe that the terminology "family head" should properly have read "family representative," because the way they keep statistics at Welcome House is they assume that one representative per family will come in for consultation or referral and they don't break it down as to whether it is a male or a female. I will relay the information.

I might add that the newcomer services branch in its grants program says it has distributed approximately \$250,000 to support parents' and pre-schoolers' programs specifically designed for people with children who are attending language classes so that they may bring the pre-school children with them. While the children are being looked after, in the parents' and pre-schoolers' program I think usually you would find they would be mothers who are attending ESL classes.

That is one of the things that the newcomer services branch is doing to address the issue you raised.

Ms. Copps: I should probably be a little bit more aware, but, for example, I gather the committee visited Welcome House before I became a member.

Hon. Mr. McCaffrey: Some of us did and it was informal, but we would be happy to get a group of you down.

Ms. Copps: How many language courses would they offer and what would be the breakdown of men and women taking those courses?

Mr. Diakowsky: I do not have the statistics, but I can get them for you. They are mixed programs.

Ms. Copps: The follow-up to that is that, obviously, you have resettlement families in many other areas across Ontario. I know that many of them are covered under the ESL programs, but I personally have entertained a number of complaints and concerns because in general terms it usually tends to be the father of the family who has access to those English courses. It is almost an exclusivity of the male segment, which did come out when we had the social development hearings.

Immigrant women who find themselves in the position of being beaten by their husbands cannot get out of that situation because they do not speak the language, they do not have access to job training through Employment and Immigration, they do not have the same rights as their male counterparts in resettlement in the English-speaking Canadian community.

Mr. Diakowsky: I believe that is an issue that has been raised with the federal government, because the programs to which you refer are programs funded by Employment and Immigration Canada, in which it is usually, unfortunately, the male who gets the prerogative and is given a living allowance to enable him to attend English classes so he can earn a living later on and become employable.

However, I might add that last year Mr. Axworthy made a statement here at a conference on immigrant women that he was coming down very shortly with a program which would provide ESL for everyone who wanted it and needed it, regardless of the length of time the persons involved had lived in Canada. To date we have not heard what has happened. Then, of course, we want to compare notes.

Ms. Copps: I can appreciate that. I do not want to belabour the point but when the minister's statement did refer to 7,788 family heads, right away in my mind that statement jumped up and I thought that we are still in the family head psyche, which must be changed if we are going to get these women integrating into the work force.

Mr. Diakowsky: I will get you the statistics.

Hon. Mr. McCaffrey: I have been to Welcome House three times and to a variety of other ESL classes. This is not worth much but, just off the top, the preponderance of students were women, but we will get the statistics.

Mr. Diakowsky: I might add that the classes at Welcome House cater particularly to those who are not eligible for EIC classes.

Ms. Copps: So we need some Welcome Houses in places outside of Toronto.

Mr. Diakowsky: Yes.

Vote 2901 agreed to.

On vote 2902, heritage conservation:

Hon. Mr. McCaffrey: This is where the committee is going to have to help me out a little bit, and again I say the obvious, that I am in your hands. The arts council question I understand clearly, but there are four or five matters, one related to the archives and a question about multicultural material, that did come up yesterday and I do not know whether Mr. O'Neil or Mr. Chairman or any of the committee—

Mr. Chairman: If you have an answer to any of the questions that were raised, I think this would be the appropriate time.

Mr. O'Neil: Was it one of my questions?

Ms. Copps: No, Mr. Boudria raised it.

Mr. Chairman: I thought it was Mr. Ruprecht.

Mr. O'Neil: I thought you were talking about the other list of 25 questions—

Mr. R. F. Johnston: On a point of order, Mr. Chairman, I would like to suggest, if I might, that if there are answers to questions that have been asked by members who are not present today that, if possible, they be given in writing to those people another time because we do have just an hour to deal with these estimates and the arts council is surely the most pressing political question we have today. To leave that with less than an hour to go would be a mistake.

Ms. Copps: Just very briefly, bearing that in mind, I am interested in the minister's comment on page 10, particularly with respect to the archaeological project involving the ships the Hamilton and the Scourge, and he mentions that he is interested in the project.

I am wondering if you have made any decision or whether you will partially fund it or what the status of that project is because it holds great promise, not only for the tourist industry in Hamilton but also for the whole of Ontario.

Hon. Mr. McCaffrey: I do not know the answer to that. I will double check. I do not know that we have been approached yet.

Ms. Copps: You have been approached. There was a presentation made from Hamilton and you did mention in your statement that you were very interested in it, so someone must have

contacted you. A major presentation was made last year.

Hon. Mr. McCaffrey: Mr. Bowes, can you speak to that right now?

Mr. Bowes: The Hamilton and Scourge project has been around for some time and it is very complicated. The Ontario Heritage Foundation has been assisting with the studies the Hamilton-Scourge Foundation has been undertaking to investigate the condition of the ships and the feasibility of eventually trying to raise them. The foundation has helped, a couple of times, I think, with money to further these investigations. Everyone seems to be in agreement that a thorough study of all the possibilities of trying to raise the ships needs to be done before any action is taken with them.

The foundation also has helped to put together a committee of international experts who are trying to provide assistance to the Hamilton-Scourge Foundation as they move this thing along.

That is the current status of it. They are still doing the studies and they are getting assistance through the Ontario Heritage Foundation as they go along, step by step.

Ms. Copps: You don't have any idea when the studies will be completed? I think they did have a target date.

I do not want to belabour the point but perhaps you could let me know later on.

Mr. Bowes: I will look into it and give you the schedule.

Mr. Boudria: Again on the archaeological area, and perhaps you would want the same person to respond—

Mr. Chairman: Mr. Bowes again.

5:30 p.m.

Mr. Boudria: My interest is in a property known as Macdonell House. For the members of the committee, you will be interested to know that in 1791, when we took the province of Quebec and separated it into two areas, to be known as Upper and Lower Canada, the line that divided them was the western boundary of the seignior Vaudreuil. Right on the corner of that property was erected a monument, which is still there someplace in the branches, and a big stone house was constructed by a fellow by the name of Macdonell who was, as I understand, a person in the trading business and the commerce was done from that property.

It is very nice structure, I believe; at least in my own not so learned opinion, it is a very nice

stone building, which was inhabited by various groups up until the 1950s when, with the construction of the Carillon power dam, it changed hands. It went into the hands of Hydro, I believe, for a while and then somehow ended up in the ownership of the Ontario Heritage Foundation which still owns the structure today.

Unfortunately, it is deteriorating very rapidly. I was there with people from your ministry last summer and even by their own admission the building is sagging in the middle. It will fall down in not too many years. There are probably 2,000 or 3,000 square feet of stone house. It was a very large building for that time.

The problem with it being very large, as well, is the fact that it would cost a large amount of money in order to restore it, and that is probably one of the reasons why you have not done anything with that building. I think it has a very historical and unique position in our province because of its location right on that property where it was determined that the province of Ontario would commence at that time.

The other sad point I would like to make with respect to that monument that separates Ontario from Quebec is that I was unable to find it. It is somewhere among the branches near the property with weeds and burrs and all kinds of other things. That monument should be special. It is just a survey monument but it is where our province started and we don't know where to find it.

Mr. Chairman: So what is your question, Mr. Boudria?

Mr. Boudria: The point I wanted to make was to describe this property and its importance and to find out if the government would consider doing something more than just acquiring that site.

I would not say you are allowing it to decay because you have done something, and I recognize that. You have made some digs on the property and found some very significant things buried in the ground. You had a display of those last summer and they were very interesting, very historical. In so far as the preservation of the building and the improvement of the grounds of that very important area are concerned, I would like to know what the plans of the government are.

Mr. Bowes: I am very familiar with that site. I looked for that marker and I found it a couple of times, but not in the last five years; I have not been there recently. There is no doubt that the building is a magnificent building.

One of the problems we now face, as you mentioned, is it is perched right on the edge of the bank and the bank is eroding due to the power dam development. It is very close to the edge. As you say, one of the big problems is it was a very impressive building and it has deteriorated a lot. To make it usable again would cost quite a bit of money.

Since the foundation got it, and it was in a bad state when the foundation acquired it, they have spent some money doing archaeological research, as you said, and also some historical research, and have spent some money to stabilize it. One of the biggest problems they had a few years ago was that it needed a new roof because the snow and the rain were pouring in. That work was done, and we have undertaken other measures to stabilize it. However, one of the problems with going too far along is that before a lot of money is spent on it we need to be sure that there is a viable use for it in the community. Until we have one, the best approach is to sort of mothball it. It is my understanding, sir, that it has been mothballed and talks are ongoing with various local groups to try to get a use for it.

You say you were there last summer and that to the best of your information it is deteriorating and it is not mothballed to a point where it is not deteriorating any more. I will look into that and get back to you. There is no doubt that it is a pretty interesting place, even if it is in very bad condition.

Mr. Boudria: Okay. I'll just speak very briefly then wrap up. It is just to indicate that if you are looking for the local community to do something, it is very difficult. It's the only place in Ontario where the postal address is Quebec. There are about 10 houses on the Ontario side.

It's unique. I have a friend and constituent whose postal address is Pointe-Fortune, Quebec. The postal address is Macdonell House but it's Pointe-Fortune, Quebec, and it's in Ontario.

Mr. Bowes: The boundary line goes right down the community?

Mr. Boudria: That's correct. Therefore, there is no local community on the Ontario side, so you cannot wait for that. I would like to impress on you the importance of doing something with that magnificent and historical structure for our province.

Mr. Chairman: You might as well wait, Mr. Bowes. There may be some other questions. I have three people on the list.

Mr. O'Neil: Just very quickly, I would like to mention in this particular division I know we

have had quite a bit of assistance in my riding, the riding of Quinte, and in Belleville and in Trenton, in the setting up of historical societies and the preservation of a couple of buildings that they are looking at now. I would like to commend this division and the people who are connected with it who have given that great amount of help in our riding.

Mr. Chairman: That's a nice short statement. Mr. Gillies.

Mr. Gillies: My question is on the next vote.

Mr. Chairman: Thank you, Mr. Bowes.

Vote 2902 agreed to.

On vote 2903, arts support:

Mr. Chairman: This vote includes the Ontario Arts Council. Any questions?

Mr. O'Neil: I wonder, are we going to have Mr. Pitman or some of his staff over?

Mr. Chairman: Mr. Pitman is here if you want to address any specific questions to him. Mr. Pitman, would you like to take a seat? Would you like to introduce those who are present with you?

Mr. Pitman: I would be very glad to, Mr. Chairman. First, on my left is Ms. Sonja Koerner, who is the vice-chairman of the Ontario Arts Council. Beside her is Bob Sirman, who is our director of operations. To my right is Ron Evans, who is director of policy and planning with the Ontario Arts Council.

Mr. O'Neil: I suppose one of the things that has generated quite a bit of mail, calls and visits from different groups of people across the province is the recent possible cutbacks of 15 per cent. I don't know whether it is fair to ask you or the minister, since these 15 per cent cutbacks were enacted by the government, but as far as your budget goes, where would it put your organization and what would it do to your organization, the people you are funding?

Mr. Pitman: I think you have put the question well. "Possible cutback," I think, is the terminology which has been used. To be precise, it is not a cutback of 15 per cent; it's a possible cutback of 15 per cent on that portion of the budget which is transferred to other artists and to arts organizations.

5:40 p.m.

I guess it is not so much a question of the feeling of the Ontario Arts Council as the feeling of those who are our clients. Because when it came forward that there might be this kind of a shortfall in our expectations, our first step, of course, was to call upon our people who

are in all the various offices; that is, the dance, theatre, music, the whole group.

We had a week-long series of soundings with that arts community to find out from them the effect of that kind of a cutback. Of course, the reaction was quite dramatic. I suspect that has been the reason why you have perhaps received some letters or cards from the arts organizations in your riding and from the individual artists in your riding.

It translates very quickly into unemployment; that is, people who would not be able to continue in the world of the arts and would probably have to go on welfare. Many of them would not even be eligible for unemployment insurance.

The reason for that is very simple. By our estimation, three quarters of all the moneys which are expended by the Ontario Arts Council go directly to wages and salaries. The arts, as you realize, are very much labour-oriented. Most of that money goes into the salaries of the people who are on stage and the technicians who are behind the lights in the performing arts. Very often it goes directly into the incomes of the individual artists.

As you probably realize, according to Revenue Canada, artists are at the very bottom. Except for pensioners, they have the lowest income of any group in society.

The translation is very quick. I can't be precise in the way that, for example, the president of General Motors can be and say that there will be 500 people who will be unemployed if there is so much of a drop in that allocation. It would be very advantageous if we could say that on a particular day there were so many people out of work. That's not the way we work because we don't know what those arts organizations will do with the allocations that do go to them.

It is very difficult to make that kind of a statement about the variegated group of people who will act according to their own lights. We are not directive in the sense that we don't tell people what to do with the allocations which go to them. We have no way of making that kind of a statement, but that kind of evidence leads us to believe that it will have a very deleterious effect upon the arts communities that may be affected by such a cut.

Mr. O'Neil: I wonder if I could ask the minister a question. The point is, as we mentioned yesterday, that on the proposed 15 per cent cut we take into account inflation and everything else. We are giving general increases

of five per cent in wages to civil servants and things like that and making a case for that, which I suppose you have to make to cabinet and Management Board or whatever it is.

I can see where if the government is going out and doing a building project or planning a certain building it can draw back 15 per cent and say it will do 15 per cent less building. But with the Ontario Arts Council, which is, as Mr. Pitman said, labour-intensive, if you cut that, there is the serious effect that has on unemployment, morale and closings and everything else. It turns into, I think, somewhere between 15 and 25 per cent, taking into account inflation. What is the answer?

Hon. Mr. McCaffrey: We in the ministry are very conscious of what you are just saying, but let me please try to step back just a little bit. I am trying to put this in some kind of a context that will be useful for the committee.

We are in a period—and I am not talking about the arts council here or about the Ministry of Citizenship and Culture; I am talking about society and government—where reasonable people would expect that we will have less money to spend in the next little while. I happen to be one of those people, for what it's worth, who thinks that this is more than an ordinary economic cycle, but time will tell.

I am also a person who was astounded after the first number of months in the ministry to learn about the magnitude of the commitment, the investment made by taxpayers of the province in the various communities. There is hardly a town or a village in Ontario that is not richer because of a pretty significant investment that's been made over some long period of time, through the arts council, yes, and through the ministry directly and so on.

It seemed to us, given the economic realities today, when we were, by the way, as other ministries were, asked to cut money and make in-year restraints. When we were faced with those, it seemed to us reasonable and prudent that we should get prepared for a different kind of an environment. Really what we did—it was Mr. Webber, quite properly, who sent out a letter to each of the agencies. In round numbers, Mr. O'Neil, the agencies receive about \$65 million from the ministry. That is an annual transfer payment. It seemed reasonable to us to ask each of the agencies, in a formal note, how they would respond in that kind of situation.

Please understand this, that with virtually every agency we had had one or more meetings, sometimes informal over lunch and sometimes

formal in the boardroom of the ministry, when we talked about the in-year restraints and the kinds of new pressures that were going to face all of us. So an identical letter went out to each of the 11. There is no question about it that the Ontario Arts Council is fundamentally different from each of the other agencies. They have absolutely no ability to raise other revenues, none.

We have just gone through a bit of a slide show on the McMichael gallery. Reference was made to the restaurant. In the past, reference has been made in some detail to the gift shop—and, by the way, the proceeds from the gift shop at the McMichael gallery are significant. One can ask, what about the ability of the gift shop at the Royal Botanical Gardens? Could it be enhanced? Those are not unfair questions for people to be talking about privately, and we have been doing a fair bit of that.

Interjection.

Hon. Mr. McCaffrey: When we meet with these individuals and discuss the question of admission fees, if any, and parking charges, if any, and abilities to raise funds, we always talk about it in the context of the likelihood of less money being made available for all of it. There is, however, no doubt about it that we in the ministry and the government recognize—and I think the record, honestly, is there over some 19 years to prove it—that the Ontario Arts Council has a unique and special role in the province.

There is no question about it that one way of measuring what any significant cutback to the arts council would be would be to talk about the unemployment that might result from it. That would be one number. But there is another maybe less definitive way, and that would be the ultimate cost to us as a society. I think Mr. Di Santo was making reference to that yesterday. Collectively we are a society where people have been prepared to pay for some of the special things, libraries and artists, and that is not going to change.

We have not finalized our budget for next year. We will and we will be back here, but we do not have to wait until we are back here next year to talk about it; there are all kinds of forums for us to talk about that. We are trying to get the most effective use out of the money made available to us. Believe me, in some instances, we will be able to maintain service to the community of taxpayers without any additional new money. I believe that, and I believe in part that it is because of the nature of the investment that has been made in the past.

I think reference was made in passing yesterday to sort of write me off or write off some of the people in the ministry as Philistines, in that we are going to try to market a little bit better and so forth. Well, it is not so simple; but by the same token it would be really incorrect, I think, to overlook the ability that we have as a cultural community to market ourselves a little bit better, to be just a little bit more professional and aggressive in selling the services we have got.

We reannounced the Half-Back program. As you know, the Half-Back has been around for some time. It is one of the great concepts. We announced a new Half-Back program on November 1 to run for 14 months, the longest ever. I do not want the committee to see that in isolation from things that we will be doing once we get into calendar 1984. Half-Back is a tool, a marketing or educating device to get people into art galleries in their communities or into museums. If it is one way of seducing youngsters or others to get into the local museums, so be it.

We have no qualms about saying it; we are going to do it. The way we are proposing to utilize it is expensive. To create that money we freed up the money internally by altering the Wintario guidelines, reference to which was made in the opening statement yesterday.

5:50 p.m.

Mr. O'Neil: How much money are you putting into that program?

Hon. Mr. McCaffrey: We planned \$5 million through calendar 1983.

Mr. O'Neil: How much is the budget for the Ontario Arts Council?

Hon. Mr. McCaffrey: Last year's was \$16 million or \$16.5 million.

We will have the Half-Back program available. It is now for books only, but as we get into the year, it will be for attendance at live performances. I am just saying that we cannot see that in isolation from other things we are doing directly from the ministry, through the arts council in particular, and this other device to get people who maybe have not attended live theatre before to do so.

Mr. O'Neil: Through this budget that you are giving them, in other words, you are going to be trying to help them out that way by an incentive to attendance.

Hon. Mr. McCaffrey: Absolutely. When the Half-Back has run its course, as it will, at the end of December this year, we have a variety of

schemes that are all similar, where we can maintain that concept in the future.

There is something like a cultural passport; I am not sure as I am not a professional at these things. It is something that would get people into the Royal Ontario Museum, and if they could get it stamped they could get \$1 off admission to the Art Gallery of Ontario, something like that. It is a tool, a device that would help to encourage people to attend some of the existing cultural institutions and, at the same time, maybe to educate people as to other institutions that exist.

We are rich with art galleries and museums throughout the whole of the province. You know that better than a lot of other people. If we can come up with this kind of cultural passport, some device to encourage that newer market—and it is a big market—to attend, then we will have gone some distance, I think, toward accomplishing what we want to do without new money.

Mr. O'Neil: I know that other members want to speak on it, so I will not continue. The only thing I would say is that I do not think there should be a 15 per cent cutback. When you are talking about other salaries and everything else and other government agencies, where people who are working are getting five per cent, then rather than having a 15 per cent cutback you should be talking about at least a five per cent increase for the Ontario Arts Council in your budget.

I shall pass, because others want to ask questions.

Mr. Gillies: I would like to direct my comments also to the minister. I think a lot of what you have said is very valid and I agree with some of your comments about the ability of certain types of cultural organizations perhaps to generate more of their own funds than they have been doing. Again, we can take some comfort from your proposal to extend the Half-Back program into live performances.

I think, however, that we have to look at the impact on a smaller community that a proposed cutback of some 15 per cent could have. In the past I have served on the board both of the Brantford Symphony Orchestra and of the arts council which is responsible for the Brantford area. I would suggest to you from my correspondence with both of those organizations, especially with the orchestra, that this 15 per cent proposal really could be crippling.

Let me just paint the picture for you. The Brantford Symphony Orchestra holds four concerts every year, starting in November and

wrapping up the season in April. They are virtually sold out. Attendance is not the problem at those concerts. They have virtual sellouts every time. Subscriptions go awfully well. One can be a subscriber for \$24 a year, as I recall. An individual concert might be \$7 or \$8. They are bringing in what money they can from the community to support it.

As I am sure you know much better than I, however, it is simply not economically viable to run an orchestra in this day and age without government funding; it cannot be done. There are too many people involved and too many expenses involved to legitimately pay for it through the box office.

I see a situation where the chairman of finance of that particular organization is telling me, and I will quote him: "Each year our symphony, which is made up mostly of volunteer players, with some professionals, barely makes ends meet. Part of the budget is the annual grant from the Ontario Arts Council. This grant is essential to our existence, and any cutback in future grants will reduce the effectiveness of the Brantford Symphony Orchestra and will no doubt curtail its activities."

That would be a very serious matter for a small city like mine because we do not have the vast and broad cultural resources that a larger centre like Toronto or Ottawa has available to it. I am not saying it is not serious that grants might be cut back to the Toronto Symphony Orchestra or other organizations here. It is serious, but I would suggest to you that there are touring orchestras and cultural events going on constantly in the major centres and groups coming in and out of town constantly.

That is not the case when you get into a city of 70,000 to 80,000 people. I would suggest to you that we have the orchestra and we have one other organization, the Brantford Music Club, which puts on smaller events and recitals on a regular basis, but if they cannot continue to do the work they have been doing for so many years in my community, there will be no live performance of classical music in that city. I see that as a very serious problem.

I am glad you spoke to not just the issue of employment and the fact that culture is and we should indeed regard it as an industry. From a lot of the correspondence we have received from a number of organizations, the Shaw Festival, the Stratford Festival, other theatre groups in Toronto, we should recognize that culture is indeed a growth industry in this province. My gosh, you only have to look at

commercial television in the United States now. If you pulled all the Canadians out of there, it would collapse. In comedy and drama and production, this province of ours is very much a hub of cultural activity. Having served as I have on the boards of a number of cultural organizations, I could not let the opportunity pass without suggesting to you that the impact on many of our smaller communities could be very serious indeed. We could deny an entire cultural dimension to those communities by putting a financial constraint on one or two organizations in each of them.

While I fully recognize the financial constraints you have to work within and that the entire government is working within in this day and age, I would hope you would resist any effort or any temptation to cut funding in the cultural field. I have to think there are other areas where we could economize and where the possible effects would be less damaging than they would be to the arts council.

Hon. Mr. McCaffrey: I respect those points. That was well said.

Ms. Copps: I want to follow along with the economic argument. I certainly realize that in all communities, in particular in communities outside the major metropolitan centre of Toronto and in groups and organizations that may not have the kind of strong foundation that the Stratford Festival or the Shaw Festival has, the uncertainty with which the arts community is being faced as a result of these proposed cutbacks is already starting to cause ripple effects through the arts community.

When you made your opening statement yesterday, you stated unequivocally that Ontario's culture industry provides full-time jobs for 50,000 people, contributes \$3 billion to the province's economy and returns \$200 million in sales and other taxes to the provincial government and that a lot of this has been accomplished by the ongoing support of the ministry.

It is my understanding that tourism in Ontario is now the second largest major industry. In fact, as we get more and more away from the kind of traditional industries that we have had in Ontario and move to the service sector and to more leisure time and lesser hours of work, people are going to be concentrating more resources into the cultural industry. By even in a small way being perceived to pull the plug out from some of these smaller organizations, then you will be not only cutting into their viability and the cultural growth of communities like Hamilton, Brantford and others, but you will also be

cutting into this \$3-billion industry that provides full-time jobs for 50,000 people.

I just wonder whether you have made the economic equation between the amount that you are actually going to save if you go ahead with these prospective 15 per cent cutbacks and the amount that it will cost in actual jobs and in future tourism damage to Ontario. You have to look at it in the context of a long-term strategy. You have had a strategy to date and it is terrific if you bring in Half-Back programs.

It is my guess that the Royal Ontario Museum or the Toronto Symphony Orchestra probably will not go under, but you will have many smaller communities and many smaller organizations within large communities that provide viable alternative theatre for example, that simply will not be able to exist if you pull the rug out from under them to the tune of 15 per cent. What kind of effect is that going to have on the cultural industry and on our hope to get tourism growing and continuing to grow in Ontario?

6 p.m.

Hon. Mr. McCaffrey: That is a good point and I suspect that what I am saying looks like a real conflict—on the one hand, recognizing that it is not only a growth industry, as has been stated, and which I deeply believe that it is, but also one of the most labour intensive industries in the province at a time when we clearly need that, and, on the other hand, talking at least about significant cutbacks. To date, we have only talked about and have corresponded verbally and in writing with each of the agencies asking them in a worst-case scenario how it would impact upon them.

It is not our intention to undermine that growth. I guess it is because we are conscious of it. In part, we think that we can maybe do more in addition to just writing cheques. Let me come back to that. I think on the marketing side that each of the agencies, and we have begun to do this more often, meeting together quite regularly—Mr. John Latimer is the agency liaison—we have an awful lot of talent represented at each of the agencies so we get them all in the same room.

What can TVOntario do that would facilitate the business of the Royal Botanical Gardens? Can TVOntario, from time to time, do a series on some of our existing, paid-for cultural institutions in the province? I think, in all humility, they can. Shows like the China show at the science centre provide an opportunity to reach 94 per cent of the people in the province through that vehicle. We have talked about how

CJRT might be able to remind people. I do not want to sound really crass here and just talk about how we market these things. That is one aspect.

We are going to be holding a host of seminars with local museums and local art galleries outside Toronto, outside the urban area, when we expand the Half-Back program which, for the first time, will be available for people to get into a museum or an art gallery or to apply against the cost of a membership. If you have a small museum—the one in Kenora comes to mind, a very exciting museum—they could have members, even if they want to charge some of the people in their community \$10 a year.

If the Half-Back program can be applied up to half of the price, and do not hold me to these numbers because we have not finalized all this yet, if the Half-Back could be used as a promotional vehicle to sell membership in that local museum and to apply some of these dead Wintario tickets up to, say, half the cost of a membership, then I think we would have started in that process of reminding people in the immediate area about its existence. They could have guest speakers maybe once a quarter that would encourage people to attend.

We have had informal discussions with people at the art gallery in Sault Ste. Marie on their ability to have some travelling orchestral groups, maybe just trios, on Sunday afternoons and charge an admission. We are trying to see if we can get better use out of existing facilities and reach more people, of which the Half-Back program is one device. Seminars where we can compare notes is another way.

We have been working much more closely with the Ministry of Tourism and Recreation on straight, hard-ball cultural tourist promotion—in New York state, to be specific. We have talked many times about the fact that there cannot be anyone left in New York state who does not realize that you can fish in Ontario, but I am not sure there are that many people who realize the magnitude of the cultural infrastructure here. We are going to be seeing a lot more of that kind of very hard cultural marketing out of this jurisdiction.

I am not talking just about getting better use out of dollars when we finalize the budget, just trying really to see how we can get better use out of the talent that exists within the ministry and in each of the agencies.

Just as an aside, I think it would be unfair to go through a whole estimates without making reference to the field people—Ted Marunchak,

in your case, Ms. Copps. We are extraordinarily fortunate with, not a lot, but with 20 people as our regional field representatives. One of the things they said to me when I first went into the ministry and had a chance to meet, I think, every single one of them privately, was that they get a touch frustrated with the fact that they are often seen as just Wintario people; that that is the place you go when you get a cheque for whatever.

In every case these people know their communities really well because they have been at it, in almost every case, for seven or eight years. They are able to help people at that local gallery, the museum, the library, etc.; they have some skills, too, and it will be around them that we are going to host these regional seminars.

I guess we are trying to say that the way we serve the community at large is not simply by passing out cheques.

Ms. Copps: I can appreciate that. I have been involved with Ted Marunchak in numerous activities on the local level where he has acted in a positive way as a field representative. You may be interested in knowing the Royal Botanical Gardens is now going to start charging admission, according to our local paper.

Hon. Mr. McCaffrey: Interested? I am delighted.

Ms. Copps: Nevertheless, there seems to be something of a Darwinian element in the imposition of the 15 per cent cut in that. How do you respond to a local theatre group that says: "Half-Back may work well, Half-Back may not work well. We are not quite sure what impact that has on the theatre industry. In the meantime, we simply must close our doors because with the 15 per cent cutback we just can't operate?"

There have been reports on this, and I have spoken with at least one theatre group. More specifically, I'm sure other people have probably heard from some of the people in Ottawa who say that with the 15 per cent cutback there is not enough room for the theatres they have operating now to carry on. I believe they may have three local theatre organizations now and they are talking about one or possibly two going.

In the long term I am sure that cost accountability for the RBG, the Royal Ontario Museum, etc., may be a positive thing. Meanwhile, what happens to all of those organizations that are going to die in the 1983-84 fiscal year because the 15 per cent cutbacks have been carried out without knowing what kind of a financial effect

the Half-Back program and all these other wonderful things are going to have?

Why don't you take a wait-and-see approach and let the Half-Back program operate for a year before you start making any cutbacks in the other funding?

Hon. Mr. McCaffrey: Yes. That's not an unreasonable suggestion.

Look, we're not going to try this as a funny little experiment and undermine a generation of investment. We're not going to just cut back when forced to to cut back without doing our damndest to see if we can help to raise those revenues from other sources. We are doing some work in the ministry now, and will be with each of our field people, on corporate fund raising.

Please don't think this is just passing the buck because we haven't got as much money as we maybe used to have and we're going to go and ask the corporations to make up for it. There are literally hundreds of small and medium-sized corporations in Ontario that have never once even been asked to contribute to things cultural in their respective communities. I have had two or three occasions to do it and found that the response is almost always very constructive.

I guess there is a predictable list of 100 or so major corporations that get hit pretty hard every year. They will continue to be under pressure, maybe more than ever, but there is another whole market out there, I think, that we can reach. We're not going to experiment, though, and let anybody suffer while we fiddle around and see whether we can meet this new tomorrow. We're going to do both. We're going to do it in partnership with the cultural agencies in an open, up-front way, working with them.

Honestly, I have to say it again; I just don't think as citizens that we can expect to carry on as we have in the past number of years. Things are changing and changing perhaps permanently.

Ms. Copps: I just have one last point. I think it's also important that we go to the private sector. In fact, I know that many people in the corporate and the private sector have been very supportive of organizations in my community.

In terms of government trying to facilitate that private sector financial development, I just wrote a letter to get a copy of Resources for Community Groups, which you may recall was in publication for a number of years. It outlined resources that were available for a number of communities, the arts community or the social welfare community, etc. The government has

discontinued publication. It was probably the single best source of information for community groups that were seeking private-sector funding in all areas of Ontario. The government has discontinued publication.

6:10 p.m.

I know that's not directly the result of your ministry, but you're talking about going after the private sector and doing a lot of these things. We should also be facilitating this. That's one resource that was very valuable for a number of years. Why have you discontinued publication?

Mr. Chairman: Thank you, Ms. Copps. I wish someone would ask some questions of the representatives of the Ontario Arts Council who patiently are waiting for some. I have Mr. Johnston, Mr. Di Santo, Mr. Allen in that order, unless you want to change it around.

Mr. R. F. Johnston: What time do we conclude?

Mr. Chairman: At 6:30.

Mr. R. F. Johnston: I will take just five minutes, if I might. I won't have very much for the arts council, I'm afraid. I am bitterly disappointed in the minister's performance in this whole matter. I am not assuaged at all by the approach you are taking here today.

I ask myself, what is the role of the minister in charge of culture in Ontario at this time when the arguments about the limited amounts of money are being made? My feeling is that your job is to be an advocate for the arts community and to stand up and make a fight against cabinet, if it's necessary, and publicly even against members of your cabinet who are trying to make you, in my view, the inordinate scapegoat of that Reaganesque kind of approach to things.

It's true. Name me one other minister who has gone out and sent any letter to any one of the agencies they have to deal with asking, "What would you do under a worst-case scenario for a 15 per cent cut for next year?" It has not even happened in my Ministry of Community and Social Services where they normally look to savage like crazy.

It's a wonderfully ironic juxtaposition when you take your argument here—you know, "We've got to face the facts, the future of cutbacks," kind of thing—and juxtapose that with what happened last night. We had the supplementary estimates of the Ministry of Community and Social Services last night, an extra \$92 million. Most of it was going for welfare payments, for God's sake. Out of the coffers of the people of

this province we are putting money into welfare, sustaining people on welfare.

You are saying that we shouldn't be maintaining and possibly increasing the amount of money that we're giving through the arts council to people who, if they don't get the money, will end up on welfare. To my mind, you should be up and screaming at the illogicality of that in Ontario at this time.

I take the argument that small communities are affected by this, perhaps disproportionately, and some of the kinds of grants they fork out through the arts council really, if they are diminished by something like 15 per cent, may hurt places like Brantford really hard.

There are two sides to this. There is the community side of arts and then there is the whole question of excellence. Now is not the time to start taking away from the capacity to achieve excellence in our major cultural organizations in this province either. To suggest that the route to go is in marketing and commercialism is essentially to say to all of those organizations, "Forget the pursuit of excellence, commercialize your product, get out there and sell, sell, sell." I would also argue that is not the role of a minister of the crown to be suggesting that's the way they should go, that marketing is the answer in the arts community.

I look at this pay-TV fiasco that's going on now and the perfect opportunity to develop our cultural resources in this country. Instead we are importing the Playboy vision and the American vision of what taste should be in Ontario. What we should be doing is turning enormous resources into the arts community at this time.

I would argue that your argument should be that the arts community should be used as one of the major job-creation tools in this province because it is so people/work-intensive. It can not only help in large communities, but it can be a major benefit in small communities. In fact, it seems to me you could use this as a perfect vehicle for dealing with the need for escapism during times of real recession, the need for inspiration during times of real recession and as actually providing jobs which will provide people with the capacity to earn some money.

I think of my friends in the arts community, none of whom is well off at all, who will all be directly affected by any decision that will affect the arts council's capacity to transfer money to their organizations. It's mind-bogglingly shortsighted for this government to even consider the notion of a 15 per cent reduction. My argument

would be that there should not be a reduction, but there should be a major expansion now.

What is the point in having a federal program of short-term job creation being developed, on the one side, and having a 15 per cent cutback in terms of what may be going out to the arts council, on the other side? It is irrational at the same time that our welfare rolls are soaring. My God, you should be making the argument that you should be the vehicle for a lot of it. You could transfer those jobs like lightning in terms of the arts community, which you cannot do in certain other kinds of employment-generating schemes, and this could actually have a longer-range impact on just the local improvement program that you could do in one municipality that ends in three months' time.

When I saw your response in the House to our leader's question on this, as if this whole thing were sort of a shrug of the shoulders and "We have to look at these things, don't we?" I thought this is not the Bruce McCaffrey I expected to be the minister of culture. I thought we would have a major advocate here for the arts community. As for your either/or situation of playing off the Half-Back thing and saying not to look at it in isolation, I do not want to look at it in the isolation of the Half-Back thing either. It is great that we are doing that and it is a major way of doing some expansion in it, but you cannot separate that from the notion of taking away from the arts council.

It sort of makes me wonder, is there a policy decision being made to try to skirt the arts council as a body that has some say in terms of the allocation of goods? If that is the case, that would really scare the hell out of me in terms of the pursuit of excellence because politicians getting their mitts on Half-Back money going out to local museums are going to be far more interested in the book capacity of that money than the arts council is going to be. I would like to have your comments as to whether or not, in terms of your priorities of dealing with the Half-Back, you are not, in fact, setting up a policy which is going to skirt the council.

I am incredibly frustrated by this approach of yours. I am really pleased that the arts community is getting up in arms about it, and even if you have taken the Reaganesque inevitability of this kind of policy here before us, I hope that within cabinet you are fighting like hell on this and saying that this money just has to come forward. It is as rational to me that these people should receive more money to allocate at this time as it is to provide us with an excuse for the

doubling of the amount of money that goes into the McMichael collection that we just saw earlier on today.

I am so disappointed. I looked at your opening statement and there was not one word about this issue in it. There was a little snippet about the arts council on page 13, which I thought was an interesting page for it to be at at this particular time, but there was not a word about this issue and where you stand on it. I am just incredibly disappointed in your role at this time. I see this as being an opportunity to fight for an increase for the arts.

It should be remembered that the major moves in terms of funding of the arts and developing of the arts, in the United States especially but also a bit in Canada, developed during the Depression. It was used by Roosevelt as one of the major tools at that time and, by God, that argument could be made now. Some of the great American works in terms of the American identity came about as a result of that infusion of money into the art community during that depression. I would say now is the time to do it in Ontario. I believe the arts community is ready to take off and needs the extra money. We do not need to find ways of trying to just get a little bit of money from the corporate structure for some local symphony at the same time as we are cutting back through this established board which has served this province so well in the past, as you do indicate on page 13 of your statement.

Mr. Di Santo: I have a question for Mr. Pitman. I assume you have been flooded with letters as all of us have. Did you make any calculation of whether there are groups or organizations that will collapse or will not be able to carry on their normal business because of the 15 per cent cutback?

Mr. Pitman: That is very hard to answer.

Mr. Di Santo: I know you said that you are not General Motors and that you cannot make an estimate. Certainly you have examined all of the applicants and you know their conditions.

6:20 p.m.

Mr. Pitman: If I could give you one estimate, this comes from the Council for Business and the Arts in Canada. They are quite concerned about the increase in the deficits of arts organizations which have gone up, they assume, from 1981 to the end of 1982-83 from \$3,452,000 to \$4,035,000.

Mr. Di Santo: What was that?

Mr. Pitman: I am sorry. From the end of 1981-82 the combined deficits of Ontario's 40 largest performing arts organizations have grown from \$3,452,959 to \$4,035,232 in 1982-83. That is a jump of about 17 per cent just in that year. We are very much concerned about these growing deficits.

Various organizations will handle it in different ways. Some will simply not produce as many shows, which means actors will not be on the boards, or they will produce more two-people shows, which means in a sense much smaller productions, or they will produce fewer concerts in the case of a symphony orchestra. This means less resources going to people who are involved in that area.

We cannot give you any specific details that organizations are going bankrupt. Of course, some have gone down already. In many cases we are providing resources to individual artists. As has been stated, there are fewer grants as we go along, to a large extent because you realize that the Ontario Arts Council has not been able to maintain the level of inflation for several years.

Mr. Di Santo: Yes, we know that.

Mr. Pitman: To some extent, it is probably less able now to supply resources to that growing community than it was able to five years ago. As I said, artists are at that very low end. We just do not know what will happen to those arts organizations. At the same time, we certainly appreciate the efforts of the ministry to try to address these deficits through Challenge grants, and through Wintario and through the kinds of marketing suggestions the minister has put forward this afternoon.

We are concerned essentially about the long-term continuous base of these organizations, to maintain the stability of these organizations which has been built over the last number of years. That is essentially the job in which we are involved.

Mr. Di Santo: We are talking of a \$2-million reduction, more or less.

Mr. Pitman: It will be about \$2 million.

Mr. Di Santo: I would like to ask the minister a question. Every year the government gives out millions of dollars in grants from Wintario. You said on December 15, if I am not wrong, that the arts industry is larger than the steel and the pulp industry. We know that the government gave \$300 million to the pulp and paper companies to modernize, even though they did not request it.

Can you make a commitment that you will be

able to find that \$2 million? I do not want to repeat everything that has been said because you know that the Shaw Festival told you they will lose \$40,000 but the spinoff from their activities is \$20 million. We know about the employment, the \$3 billion you mentioned. Can you make a commitment that you will be able to find that \$2 million for the Ontario Arts Council, or is it too much for a minister of your government to do that?

Hon. Mr. McCaffrey: I cannot make that commitment. However, Mr. Di Santo, as Ms. Copps just pointed out, and I was not aware of this but was delighted to hear it, the Royal Botanical Gardens will now be charging an admission.

Mr. Di Santo: Yes, but that does not solve the problem.

Hon. Mr. McCaffrey: Just a minute, with respect. There are 750,000 people a year who visit the Royal Botanical Gardens. I do not know what the number will be, but if they saw fit, because of some meetings and discussions we have had or indeed because of the letter that was sent out, to charge only \$1, that is \$750,000 that we would now have to otherwise allocate. That is precisely the point I have been trying to make. Each of the agencies—

Ms. Copps: I am sorry I told you that.

Mr. Di Santo: That is hypothetical. You realize that.

Hon. Mr. McCaffrey: No. I understood it to be real that they are charging admission.

Mr. Di Santo: You received a letter from Mr. Michael Soboda, who is a member of the Kaministiquia Theatre Laboratory group in Thunder Bay. He says in his letter, "The proposed cut can mean I may not have a job with the Kam Theatre Lab next season." So what do you tell him? We are going to raise money from the corporations or or through charging tickets or better use of the facilities if there is no longer a theatre next year?

Hon. Mr. McCaffrey: There may be a little bit of that.

Mr. Di Santo: That is the question Ms. Copps asked, which I am asking and all the members are asking. What you are proposing is probably useful. Some of us may agree and some will not agree, but the real issue is that there are groups that are damned because of your cutback. Can you avoid that? Yes or no. That is the commitment we are asking you to make now.

Hon. Mr. McCaffrey: I think we can minimize it to the extent that other agencies and constituents of the ministry adjust themselves, as the Royal Botanical Gardens would appear to have done. I might just point out, in passing, with respect to the McMichael Canadian Collection, 300,000 people a year visit this institution. We have just seen some slides on that and we have heard the figure of \$40-million worth of art—a priceless collection of Canadian art, no admission. Reasonable people would say perhaps we could charge an admission without affecting attendance. If those things were done we would have more money.

Mr. Di Santo: There are many institutions around the world that charge nothing for admission. This is not an ordinary business.

Mr. Chairman: We have just a few more minutes left. Mr. Allen.

Mr. Allen: Mr. Chairman, Mr. Minister and members of the staff of the arts council, the one thing that really disturbs me most of all is that we can speak in terms of 100 years of development and recent years of immense investment in the arts, and granted it has grown and granted there has been that investment and all the rest of it, but then, just as this whole development is reaching a kind of maturity, we can speak in terms of not being able any longer adequately to fund it when the performing artists in the visual and the musical arts and so on by and large at this time are only sustaining themselves on poverty-line existences.

One of the findings of the culture statistics of Stats Canada is that half of the artists in Canada have to obtain the bulk of their money by wage earning and are not able to maintain themselves by significant sales of their own product, whether it is one kind of performing art or visual art or another. Perhaps the most significant finding of the survey that was recently conducted was that approximately three quarters of Canadian artists were engaged in some form of labour force activity in addition to their work as practising visual artists.

In spite of that tremendous drain on and erosion of their creative abilities and energies by having to engage in earning supplementary

incomes, how can we really seriously be talking at this point of not maintaining funding? There is not only the level of existence out there but also the tremendous energies that auxiliary groups, like the women's guild of the Hamilton Philharmonic Orchestra, poured into fund-raising activities, raising tens of thousands of dollars in recent years to support that institution.

Do you ask Stelco to add more money to the pot? Do you ask Dofasco to add more money to the pot? Do you look around Hamilton to find more corporate donors? There was a slight increase in the subscription of dollars for the Hamilton Philharmonic Orchestra last year but the number of subscribers was down. Where is it going to come from?

The piety of restraint that you subscribe to does not give me any encouragement that you are going to go back to the cabinet and fight to get an equivalent of the nine and five per cent formula for the arts, the basic formula that should apply at this point in time.

Mr. Chairman: You have made your point. Thank you. I thank the representatives of the Ontario Arts Council. I think a point has been made quite forcefully here. Thank you for your presence.

We will now vote.

Vote 2903 agreed to.

Votes 2904 to 2906, inclusive, agreed to.

Mr. Chairman: Shall these estimates be reported to the House? Agreed.

This concludes the estimates of the Ministry of Citizenship and Culture.

Hon. Mr. McCaffrey: I would like to get this on the record. May I just very briefly publicly thank my deputy minister, the senior people in the ministry, many of whom are here today, the field people whom I did mention, and all of the people at the agencies with whom we have had an opportunity to work in this challenging environment in the last 11 months and who look forward to the results of getting more for less money in the future and may I thank the committee for some of their suggestions.

The committee adjourned at 6:30 p.m.

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From the Ministry of Citizenship and Culture:

Bell, M., Director and Chief Executive Officer, McMichael Canadian Collection
 Bowes, R. G., Director, Heritage Administration Branch
 Diakowsky, M. J., Executive Director, Multiculturalism and Citizenship Division
 Noon, M., Executive Director, Culture and Regional Services
 Parr, Dr. J., Chairman, Ontario Educational Communications Authority
 Pitman, W., Executive Director, Ontario Arts Council
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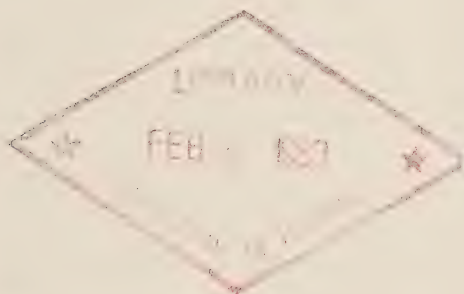
No. S-28

Legislature of Ontario Debates

Official Report (Hansard)

Standing Committee on Social Development

Estimates, Ministry of Health



Second Session, Thirty-Second Parliament

Monday, January 24, 1983

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Monday, January 24, 1983

The committee met at 4:23 p.m. in room 151.

McMICHAEL CANADIAN COLLECTION

Mr. Chairman: I am calling the meeting to order. There is a procedural matter that I would like to settle first before we go back to the estimates of the Ministry of Health.

As you are well aware, we have been asked to deal with the McMichael Canadian Collection following the Health estimates, which means Monday, January 31, and Tuesday and Wednesday, February 1 and 2, following the completion of these estimates.

I would like to suggest, because the Minister of Citizenship and Culture (Mr. McCaffrey), will be absent on Monday, that perhaps we could spend Wednesday, February 2, visiting the gallery and then sit the following week on February 7 and 8.

There is no other pressing matter before this committee. Unless my indications or intuitive forecasts are wrong, we may be sitting on February 7 and 8.

Is there any comment on the suggestion that this committee complete the estimates of the Ministry of Health this week and that the following week, on Wednesday, February 2, we visit the McMichael Canadian Collection?

Mr. McClellan: If we haven't used our allocated hours, we'll have to come back and use them.

Mr. Chairman: Yes, that's supposing we've used them.

Mr. Gillies: Mr. Chairman, there would still be time. We could sit on Monday to finish these estimates, if that were necessary.

Mr. Chairman: Yes, we could.

Mr. Sheppard: I think it would be a good idea to visit the McMichael collection before we start discussing it. I've never been there, so I want to know a little more about it, and I think it would be an excellent opportunity to visit the gallery.

Mr. Chairman: Neither have I, Mr. Sheppard.

Mr. Sheppard: I'm speaking for you too then, Mr. Chairman.

Mr. Chairman: Yes, you are. That's a terrible thing to admit.

Mr. Gillies: Are you suggesting that we go there on the afternoon of February 2?

Mr. Chairman: I suggest that we agree in principle that it would be on Wednesday, February 2, that we would then meet to discuss the McMichael collection on Monday and Tuesday, February 7 and 8 in committee. I would suggest that we visit in the morning, leaving around 9:30 or 10 o'clock.

Mr. Gillies: It is just that I would like to take part in that, Mr. Chairman, but I have another engagement in the morning.

Mr. Chairman: You have a problem in the morning. Would the majority be comfortable with a visit in the afternoon on Wednesday, February 2? Agreed?

ESTIMATES, MINISTRY OF HEALTH

(continued)

Mr. Chairman: We adjourned the Health estimates on item 9 of the first vote. We also had an excellent audiovisual presentation of the emergency health services, which is in the second vote. The minister did indicate that he would have a copy of the Heseltine report for the committee, and my understanding is that the committee wanted to spend some time on the third vote, discussing with him both the report and the second and third items of the third vote, mental health and health programs.

If it is agreed, we could complete at least the first vote, there are only one or two items left, and then proceed with the Heseltine report in the third vote, unless the committee members would like to follow the order of the votes and do the second vote today.

Mr. McClellan: If I could make a suggestion, time is limited and I think we want to get on to the second and third votes, which are the bulk of the budget and the bulk of the programs. I'm particularly anxious to have some discussion on the mental health services. Since we got the report about three minutes ago, if we did move to mental health this afternoon, it would be useful to have Dr. Heseltine give us a run-through of his findings and conclusions, and we would have an opportunity to have some discus-

sion this afternoon and again tomorrow, if that would be helpful.

I don't know how else to proceed, because I'm not in a position to start asking questions except with respect to the first recommendation which is something of a bombshell, I must say. To be fair, I would like to have the recommendations put into the context of the findings of the study and an overview of the principal recommendations before we get into the discussion.

Hon. Mr. Grossman: Mr. Chairman, I have a 14 or 15-minute overview which I have prepared, and this may be helpful to the members of the committee. Then Dr. Heseltine, who is with us today, can expand on any of the subject headings you would like, and then we can get more intensively into it.

Mr. McClellan: Do you have a copy of your statement?

Mr. Chairman: Yes, we have copies of the statement. Do you want to vote on the three remaining items of the first vote and then proceed?

Items 9 to 11, inclusive, agreed to.

Vote 3301 agreed to.

On vote 3303, public and mental health program:

4:30 p.m.

Mr. Chairman: We have copies of the minister's statement; would you like to begin now?

Hon. Mr. Grossman: Thank you, Mr. Chairman. May I first apologize to the members of the committee for our inability to be in attendance the last week of this committee's intended sittings in December. I was in bed with a bad back, which has now been fully repaired with the help of my chiropractor. I thank the members of the committee for agreeing, in my absence, to stand these estimates over until now.

I also wish to apologize for the delay in the Heseltine document, which would have been available had we been able to proceed the last week in December. I am delighted that we are now able to discuss it for the last eight or so hours in estimates.

This afternoon I am pleased to table formally for this committee the discussion document entitled *Blueprint for Change: The Next 10 Years*, which has been prepared by Dr. Gil Heseltine.

Members of this committee may recall that in June 1981 the Ministry of Health asked Dr.

Heseltine, who is chief of psychiatry at University Hospital in London and chairman of the department of psychiatry at the University of Western Ontario, to review and assess mental health services and to recommend future policy directions for mental health care in Ontario.

In my opening remarks to this committee in November, I expressed the hope that this report would be ready before our sessions ended, so I am delighted to be able to share it with you today. I should point out that this is an interim report.

In the coming months, Dr. Heseltine and his associates will discuss the concepts embodied in this paper at a series of meetings with interested people across the province. The views received through this process, as well as those expressed here in this committee, will assist in developing the final report which Dr. Heseltine expects to have for us some time this summer.

This consultation is a continuation of the approach which Dr. Heseltine has followed from the beginning of his assignment. He is firmly convinced—and I wholeheartedly share his conviction—that this effort will succeed only with widespread understanding and support.

Coincidental with his travels to examine our existing mental health services, which included trips to places such as Moosonee and Windsor and ranged from Cornwall to Kenora, Dr. Heseltine was asked to suggest any initiatives which we could take immediately to improve service and care for the mentally ill. He has been most resourceful and imaginative in his suggestions. I am gratified to be able to say that many of the initiatives and directions suggested in his report have already been undertaken in the last few months. We have done this, of course, in consultation with Dr. Heseltine and with his full support.

As members will see from this study paper, Dr. Heseltine has brought an open mind to developing new concepts for the care and treatment of the mentally ill and this document will, I believe, challenge much conventional wisdom about the nature and treatment of mental illness.

While we are all aware of the tremendous accomplishments of modern medicine in the treatment and prevention of physical illness and disease, not all of us are aware of the parallel strides which have been made in mental health. It is my hope that as we examine and consider the recommendations of this report, we will start a process leading to the full-scale devel-

opment of new concepts and directions of service in mental health care in Ontario.

The report notes that when many of our psychiatric institutions were built they were located in remote areas to segregate mentally ill people from the rest of society. Admission to a psychiatric institution was considered to be a life sentence and the statistics appear to confirm that belief.

Less than 25 years ago, in 1960, 0.4 per cent of Canadians were in mental institutions and of those 75,000 patients, one half had been hospitalized for more than seven years. Long-stay patients were more likely to spend out their days in the institution than they were to be discharged.

Today, as this document points out, most psychiatric hospitalizations are short. Sixty-five per cent of patients spend less than two weeks in hospital and nine out of 10 spend less than one month.

Recent advances in psychiatric medicine, and especially the development of new drug therapies, have radically altered the patterns of institutionalization. Unfortunately, public attitudes have not kept pace, nor has the match of treatment facilities with the new medicine, but progress has been made. In recent years, for example, the number of patients in psychiatric hospitals in Ontario has fallen and we have greatly increased access to psychiatric care in our general hospitals.

To quote some figures once again, I would point out that in 1960 in this province there were 20,058 patients in mental hospitals and only 347 in general hospital psychiatric units. By 1976, however, there were 4,654 patients in psychiatric hospitals and 1,425 in general hospital units.

Shortly after accepting this portfolio I stated publicly on several occasions that mental health care was a personal priority of mine. Just prior to the Christmas recess of the Legislature I was able to outline another new series of mental health initiatives being undertaken by the ministry through an additional funding of \$1.3 million.

I mentioned at that time the new programs and community based services for ex-psychiatric patients. In the Parkdale area of Toronto, for example, this March we will implement a new model of aftercare to bring individual needs and available resources together. The program will operate from a satellite clinic of the Queen Street Mental Health Centre and we will hire a team co-ordinator, 10 case managers and a number of support staff to develop appropriate services in housing, recreation, vocational training and medicine.

To put the ongoing discussions about this difficult problem in some perspective, I would point out, as Dr. Heseltine does, that 50 per cent of the patients admitted to that hospital have no fixed address. Obviously, they must be discharged to some appropriate housing facility and to an environment with backup support capability.

We have allocated \$300,000 to Project PAL, psychiatric assistance and leadership. This program will provide jobs for unemployed youths between the ages of 16 and 24 who will work in the community to assist former psychiatric patients. I should acknowledge the contribution made by my friend and colleague, the parliamentary assistant to the Provincial Secretary for Social Development and the parliamentary assistant responsible for the youth secretariat (Mr. Gillies). He worked with us to make that program possible.

We have also initiated a comprehensive patient advocate program for each of the 10 provincial psychiatric hospitals. A patient advocate co-ordinator has been hired and we will follow up with the hiring of 10 individuals with a mix of medical, legal or social backgrounds. The patient advocates will inform the patient of his rights while in hospital, act as mediator with the hospital staff, and serve in a general problem-solving capacity for the settling of any complaints.

All of these recent advances are in line with recommendations contained in Dr. Heseltine's paper. The document says, however, we must now proceed to develop a comprehensive rationale for mental health care programs in this province and it offers a model of community based mental health services upon which we might build. The model links up three levels of service for mental health patients: intramural psychiatric care; extramural support facilities managed by the hospitals; and finally, the broad spectrum of social service agencies and support groups which exist in our local communities.

The objective is to build up a balanced mental health care system within local communities or districts. The key element to achieving this objective will be the area planning effort carried out by the district health councils. In a great majority of cases, people will have access to psychiatric care and facilities in the general hospitals. This will ensure that they will be able to receive care, as much as possible, in their own community setting and avoid the family separations which still frequently occur upon admission to a psychiatric institution.

In this proposal, the provincial psychiatric

hospitals would be focused to long-term care and to patients requiring specialized expertise. Forensic centres would also be in place for the safe custody and treatment of those patients who are diagnosed as being a threat to society or to themselves.

4:40 p.m.

Within their catchment areas, the psychiatric hospitals and the psychiatric units of general hospitals would provide the intramural services of 24-hour care, as well as a varying range of psychiatric, medical and nursing attention, depending upon their capability and the types of psychiatric patients which they were able to receive.

These hospitals would also provide extramural services from mental health professionals to patients who are living in the community and who still require assistance in the activities of daily life. This includes not only outpatient psychiatric care, but rehabilitation services, housing facilities and liaison with social service agencies, all of which would be staffed and managed directly by the psychiatric facility or psychiatric unit.

Essential to this model is the development of the pivotal hospital. Currently, in every psychiatric hospital catchment area there are at least two and as many as 15 general hospitals with psychiatric units. Services range from being exclusively intramural to providing a wide range of intramural and extramural services.

This paper proposes that certain designated general hospitals with psychiatric units be made the pivot for intramural and extramural community services within a section of the psychiatric hospital's total catchment area. In essence, these would be upgraded psychiatric units with specially trained staff and having the facilities to care for and treat a wide range of mental disorders, even those requiring one-to-one intensive care.

The pivotal hospital would provide crisis stabilization for all patients and crisis intervention backup to the community based services and agencies. The pivotal hospital would also have a co-ordinating function for supervising the provision of community services within its target area. It would give leadership in the development of community support services, including home care, and it would develop appropriate accommodation facilities for former psychiatric patients who are unable to live at home.

The third layer of service envisaged in the model is the array of community services gener-

ated from within each local community. This includes the whole range of social service agencies and organizations, with their mix of reporting functions to various ministries and municipalities.

This discussion document notes that historically the mental hospital was developed not only to provide treatment and care for the severely mentally ill and to treat and discharge those who were at an early or reversible stage of illness, but also to shelter those who could not adapt and fit into the outside world, and to give asylum to those who were without homes or friends in what seemed a hostile and unaccepting environment.

Because all of these functions were traditionally gathered under one roof, our history has confounded present day reality. If we are now to bring cohesion and organization to the range of social services within our communities, we must work out a means of identification and assessment so that the various agencies understand their roles and for which client groups they have responsibility. This is necessary to ensure that people's needs are more properly met and that no one falls between cracks in the system.

At the provincial government level, this will mean increasing co-ordination of effort among several ministries, notably Health, Community and Social Services and the Ministry of Municipal Affairs and Housing. As a result, under the chairmanship of a representative of the Provincial Secretariat for Social Development, an interministerial committee for co-ordinating the direction and provision of services among the various agencies has been formed.

Mr. McClellan: When?

Hon. Mr. Grossman: Just recently. I will get you the exact date; just in the past year.

A major implication of the proposed community based mental health system is the preparation of hospital staff for extramural and community service delivery. In Ontario at the present time, many health care professionals have not received this specialized training and newly graduated nurses going into a psychiatric hospital or the psychiatric unit of a general hospital must learn their basic skills on the job.

The report proposes that the Ministry of Health establish a mental health education centre for the training and retraining of professionals and for the development of expertise and excellence throughout the system. The objectives of the centre would be: the training of mental health professionals in new developments in treatment, therapy and knowledge in

the mental health care field; the development of a mental health research capability in the province; the orientation of management groups such as hospital boards and district health councils to mental health issues; the provision of guidance and methodology in the setting up of local community mental health services; and the provision of consulting resources to the ministry in the area of mental health.

The report suggests that capital expenditures for this new facility could be kept low if administrative staff could be located in an existing building such as one of our psychiatric hospitals or a university. Instructors could be drawn from around the province and be given a contract for a specified time to lecture and instruct in their area of specialty. Courses could be given in different locations in the province in order to reach as many of our health care professionals as possible.

With regard to the provision of mental health services in the French language, the report also makes several recommendations. For the short term, it recommends that we designate certain hospitals as providers of mental health services; that a review of psychiatric hospitals and psychiatric units of general hospitals be undertaken in areas with significant francophone populations to assess their capability of providing French language services; and that funds be provided for French language training courses for francophone mental health specialists.

For the longer term, it recommends that my ministry take the lead in establishing co-ordination among the ministries of Education, Colleges and Universities, and Community and Social Services to attract and train francophones in mental health specialties. It also proposes the establishment of a co-ordinator of francophone services to develop training and recruitment of francophone psychiatrists for the north and the eastern parts of the province.

With regard to the provision of mental health services in the north, the report notes the initiatives we have already undertaken, such as the identification of Moosonee, Timmins, North Bay and Sudbury as regionally affiliated teaching centres for mental health care; the development of our northwestern Ontario medical program; and the recruitment of psychiatrists through the underserved areas program.

It recommends that we build on these initiatives and that the north be recognized as a mental health service priority; that we expand the means of communication between remote communities and the referral centres through

telemedicine, something we discussed during these estimates; and that we look to the development of training and supervision programs for native peoples in the mental health care field.

I have been able to touch on just some of the issues in mental health care that are examined in this discussion document. I believe the document is an extremely useful summary of our current situation, and with its model for a community-based mental health delivery system and its recommendations for new program initiatives, it challenges each one of us to consider how we can improve this essential aspect of health care in Ontario.

I recommend to the members of this committee that they read it carefully and, of course, I will welcome their opinions and comments.

Mr. Chairman: Thank you, Mr. Minister. As Mr. McClellan pointed out, the members have just received your discussion document and probably will take a day or two to read it completely and be prepared with questions.

Mr. McClellan, Dr. Heseltine is here and you suggested that perhaps you wanted to ask him some questions. Would you like to address any questions to the minister now?

Mr. McClellan: From my perspective, I think it would be helpful to have Dr. Heseltine make any additional remarks he may want to make, particularly inasmuch as the minister did not touch upon the most interesting feature of the report, which is the implication that the transfer of children's services to the Ministry of Community and Social Services in 1977 has been a failure, and his recommendation that the Ministry of Health resume its role as the lead ministry for children's mental health services.

This is a major recommendation that runs counter to government policy since the mid-1970s, and I think it would be useful for us to hear Dr. Heseltine's views as to why he thought that was necessary. That is what leaps out of the pages at any rate, on a very cursory reading. I have two pages of notes on other things I am interested in discussing.

I would like some background on the recommendation that children's services be restored to the Ministry of Health.

4:50 p.m.

Mr. Chairman: Dr. Heseltine, would you like to take a seat? I guess you have heard the concern of Mr. McClellan in the form of comment and question at the same time. Would

you like to comment on that particular area and your recommendations?

Dr. Heseltine: Mr. McClellan has really put his finger on a very difficult problem from the standpoint of the recipient and from the primary health care deliverer. It really comes down to how you divide up the pie.

Let us go back one step and say that this is a discussion document and we are putting some ideas on the table; then, it is hoped, we will go out and discuss it in the last two weeks in February with the various interest groups and get feedback. So nothing is carved in wood or stone at this particular point.

What we are concerned about is when is a child not a child, the difficulty being one of co-ordination. We have recommended, and the minister earlier on picked up the fact, that there is an increase in co-operation and co-ordination between the ministries, that at least the mechanism is now there to do that. What we are primarily interested in is the fact that for children, through into adolescence, there is a continuity and continuation of service. How this is done, who holds the purse or who has the final authority is an administrative and organizational problem which we hope to address more carefully down the line a bit.

What we are saying here is that some kind of co-operative approach has to be developed, especially when we get into the area of adolescence, because when is a child not a child varies from area to area. Sixteen years is the cutoff time in some areas and in others it might be 19. So we had to advise the minister to look into this area. As I understand it, he has been developing a mechanism at this time.

Mr. McClellan: You say, on page VIII.23, "The transfer of children's mental health services from the Ministry of Health to Community and Social Services in 1977 further fragmented mental health service delivery." Then you go on to talk about what that means, that there were specific data that you looked at.

Dr. Heseltine: Yes.

Mr. McClellan: It would be helpful for us to know more specifically what kinds of problems you discovered and, second, if you would be more specific about the recommendation you are making.

Are you saying that referrals between Community and Social Service sponsored agencies and Ministry of Health funded agencies have not been taking place, that kids have been dropping in cracks, that referrals have not been

accepted? My inference is that you are concerned that, for example, a child in a children's mental health centre has been blocked in access to admission to a provincial psychiatric hospital.

Dr. Heseltine: It is generally the policy that children under the age of 16 do not go into a mental or psychiatric hospital, that it is an inappropriate place to keep them. This was partly what came about when the children's services were moved over.

The problem is really one of co-ordination of the services. We found that children did not necessarily drop in between the cracks because the professionals working there were conscientious and tried to pick them up and did pick them up.

However, there is a difficulty, for instance, in emergency referrals. Certainly, on the week-ends general hospitals will provide that service, but then it becomes a problem of continuity and follow-up of these kids. So we had expressed concern about these children's services and implied the need for better co-ordination and co-operation between the two ministries.

Mr. McClellan: With respect, this is kind of vague. Are you saying that children's mental health centred programs should be returned to the Ministry of Health?

Dr. Heseltine: Not necessarily, no. I am saying that some form of co-ordinated approach has to be developed between the two ministries.

Mr. McClellan: What would that look like? Have you not come up with some specific recommendations that would replace the various very specific mechanisms that are in place now from the tracking system to Les Horne's special advocacy service in the ministry's head office?

This committee has had before it since 1976 a smorgasbord of proposals and suggestions to try to rationalize the provision of children's mental health services. We are treated year after year to the ministry's latest mechanisms for ensuring that the kind of co-ordination that Dr. Heseltine says is needed today is in place. We had slide shows. We had detailed breakdowns of programs every year from 1977 until Mr. Martin left the ministry in 1981.

I am not trying to be cute or to play games, but I do not understand what specific set of arrangements is being put forward here. I have two problems. I do not know specifically where the breakdown has taken place in the very elaborate and very expensive system that has

been developed within the Ministry of Community and Social Services since 1977.

I understand a piece of what Dr. Heseltine is saying, that the people do not stop having problems simply because they turn 17. Aside from that, I am not sure what is being recommended, for example.

Hon. Mr. Grossman: I will let Dr. Heseltine see if he can help you further. I read his report as indicating his professional concern from his point of view that with a five- or six-year-old program, being the shift over to the Ministry of Community and Social Services, he felt that it was important to stop and pause, step back and make sure that all of the available resources were being brought to bear through the proper exchange of information, people, procedures and access to talent and institutions through the two ministries.

I do not think Dr. Heseltine, in this case, chose to set out specifically in his report how he would accomplish better integration and co-ordination. That is a job which, if we accept that concern of his, would obviously be for the ministers and the deputy ministers in particular to achieve. But I think Dr. Heseltine was pointing out his concern that all the resources be brought to bear regardless of which ministry we put them in.

It seems to me that one of the concerns is that where you have this particular area exclusively in the domain of one ministry, you are then robbing its patients or client group of the services of the other ministry, regardless of which ministry it happens to be placed in. Therefore, whether it should be lodged at Community and Social Services, where it is, or back to Health, where it once was, the object of the exercise is to find a location and the links to the other ministry, which would bring all the resources to bear.

5 p.m.

I believe Dr. Heseltine—and he can disagree with me in my interpretation of his words, because that is all they are—was expressing the concern that we must work on an ongoing basis to make sure those linkages are there, as opposed to telling us which linkages he might try if, for example, he were the deputy of either ministry. Dr. Heseltine?

Dr. Heseltine: Yes, that is pretty well true. The only thing I had offered as a guideline was a concept of the lead ministry for the adult mentally ill. I felt the Ministry of Health should be the lead ministry and be identified as such. It

should be responsible to the patient directly and act as an agent, if you like, to help the mentally ill person get housing or whatever else he needs from other ministries.

The same thing was identified for the mentally ill child. I think there are three parts to any illness: biological, psychological and sociological. The major part of the psychiatrically ill patient is a biological or mental problem. So whatever ministry is identified as being responsible, it should see that the services from those three areas are brought to bear for that patient's betterment.

Ms. Copps: May I just ask a supplementary on that? On page VIII.24 you seem to differentiate between the medical model of psychiatric diagnosis and maladaptation. You seem to be saying there that if you require ongoing medical input for the psychiatric diagnosis of a child, you should be going through the Ministry of Health, whereas social maladaptation can be appropriately served by the Ministry of Community and Social Services. So you are making a substantial and significant recommendation that is a departure from present policies.

Dr. Heseltine: In the second paragraph from the bottom, "The author recommends that the Ministry of Health, in its lead role, encourage the appropriate medical input by ensuring that health agencies and institutions retain the link with the children's mental health services managed by the Ministry of Community and Social Services."

I think you do the patient a disservice, whether it is an adult or a child, if you split the medical model from the nonmedical model. This is a specious argument. What you really want is all those services brought to bear for the betterment of the patient. When a ministry is identified as being responsible, the proper organization network should be established.

Ms. Copps: But that runs a little bit counter to the top paragraph, does it not?

Dr. Heseltine: In the first line—

Ms. Copps: In the first paragraph, you make the distinction between the psychiatric diagnosis medical model and social maladaptation.

Dr. Heseltine: I am talking about the psychiatric diagnosis, which is the medical aspect, and social maladaptation. That is not precisely the nonmedical model; it is a different wording.

Ms. Copps: You state, "The former require ongoing medical input and the author proposes that they should be treated in facilities under its jurisdiction." So in other words they should be

treated under the jurisdiction of the Ministry of Health.

Dr. Heseltine: The physician should be—

Mr. McClellan: If I may, it sounds like what you are saying is that if the child is routed into the part of the system that leads to a medical diagnosis, then he would be routed into services under the auspices of the Ministry of Health.

I think there is a lot of happenstance here. If the child is given a diagnosis by a psychologist in the school or a social worker in the children's aid society, he would be routed into another part of the care system under the auspices of the Ministry of Community and Social Services. If that happens, that goes back into the system that the original amalgamation in 1977 was designed to overcome.

Dr. Heseltine: I see what you are getting at. Where you are talking about the institution as opposed to the program, I am suggesting that while the Ministry of Municipal Affairs and Housing may be responsible for, say, the housing for the mentally ill adult, the Ministry of Health is responsible for seeing that Housing provides it. For the mentally ill children, we are saying that somebody has to be named the lead ministry. Whatever ministry that is, the Ministry of Health should still be responsible for seeing that there is proper medical input into the program.

Mr. McClellan: I have nightmare memories of the four-phase system that operated under the aegis of the Ministry of Health. It was a very sophisticated model that was supposed to do all this stuff, from diagnosis through treatment to readmission and re-entry into the community. In reality, the fact that there were two systems—one under one model and the one under another model—with the Ministry of Education off running a third operation, meant that people were just spinning around like pinballs in a pinball machine.

Some of us who have been around here for a while and who worked in the field before the amalgamation took place, I'm sure—my initial reaction is to break out into a sweat at the prospect of the re-establishment of a jurisdictional dualism between the ministries of Community and Social Services and Health.

Hon. Mr. Grossman: If I heard you correctly, that is the point of the exercise: to make sure that all of the services in both ministries are available to every client or every patient as they're needed. I agree with that entirely. I don't have a jurisdictional dispute. I don't think you'll

find you have to disagree with either myself or Dr. Heseltine on that. Correct me if I am wrong.

Mr. McClellan: It depends. Everyone is very vague on the question of what this means in operational terms. I have to know what the co-ordinating mechanisms are between the two ministries and, most importantly, what happens to the kid once he's picked up out there—in the children's aid society, in juvenile family court or in the school system—and gets routed into the system.

Since 1977 the Ministry of Community and Social Services has been promising that it would have in place co-ordinating mechanisms and a computerized tracking system—Mike Ozerkovich was spending millions of dollars on it until he went to Alberta—that would guarantee that every kid who went into the system was tracked. They wouldn't get lost; they wouldn't get bounced around between the ministries of Education, Health, Community and Social Services.

That's what was happening to kids in the early 1970s and into the mid-1970s. That machinery was supposed to be doing what Dr. Heseltine says needs to be done. That machinery was supposed to all be there within the Ministry of Community and Social Services.

Dr. Heseltine is saying that services are still fragmented and some kind of interministry co-ordination needs to be developed. I need to know a little bit more than that before I can make a rational assessment of what is being proposed.

Hon. Mr. Grossman: To be fair, I'm not sure what your expectation of the report was or is.

Mr. McClellan: A blueprint.

Hon. Mr. Grossman: A blueprint for change, not a blueprint for the reorganization of ministry functions, either mine or Community and Social Services'. I think you have identified the concerns, the problems and directional changes that ought to be considered. It is an interim report. It is a discussion document, and I think it has served its function well in identifying the kinds of concerns which I think you agree with in terms of the linkage issue.

5:10 p.m.

If you expected Dr. Heseltine to come in with a document which got into the internal reorganization of two ministries, to answer the question of how to improve linkages, as opposed to whether they need to be improved, then I think—with all respect to Dr. Heseltine and others—an organizational issue could be

addressed by those who have more expertise in the area of management and organization.

Only Dr. Heseltine and people of his background are competent to comment upon the need for a certain link for co-ordination. Others would be competent to talk about how that need may be met.

Dr. Heseltine is only here to deal with whether there is a problem; whether the information and the resources are being brought to bear. As I read the report, Dr. Heseltine is saying that there is a need to find a better way to join resources. That's his mandate; to tell us that it is needed, not how it should be accomplished. Our deputies and the ministers should deal with that, or dispute it if we so wish, or indeed, hire other people to tell us how best to achieve the linkage.

Mr. McGuigan: I want to point out that my background is not in these services. Looking at the ideal situation where children are raised in a family, a good many authorities are now saying that our characters are set in the first months. The treatment and care and attention that is given to a baby sets his life pattern. I don't know whether you agree with that or not, but there are many people saying that in the health care fields. The problem with a lot of these people is really not that they have defective genes in their background, the problem is this family care.

If the Ministry of Health becomes the lead ministry, isn't there a danger that they will get into the clinical approach that I see with doctors? They come in and give you a prescription and send you on your way and you're supposed to be taken care of. Many times you are, but you don't have the follow-up that you do in the social services. That's just a fear that strikes me, and I thought it should be addressed.

Dr. Heseltine: You raise the old nature-nurture discussion again. I think you should start out with a generalist. Without being hackneyed, I did mention the three areas were biological, psychological and sociological. Therefore, you need a generalist at the beginning who can identify the problem. It is to be hoped the physician or the nurse or whoever it is will be well trained in all three areas. He will know his limitations in the area of the nurturing and will call in the appropriate specialty to look after that.

I am not as frightened as you are of that. There are not as many physicians in the community as there once were, who just write a prescription and send you on your way. The educational programs in medical schools and various other places are changing this around.

Mr. Chairman: Any further questions, Mr. McGuigan?

Mr. McGuigan: I think there is a difference of opinion there.

Mr. R. F. Johnston: Obviously I haven't had a chance to read this in any depth. It would take more than a few minutes. I did turn to that section on the kind of relationship that would exist between Community and Social Services and the Ministry of Health.

Is there greater detail in this that I haven't noticed as yet in terms of what the fragmentation is and why that is taking place? Surely that was the concern when the first change was made in 1977 to put it into Community and Social Services and then develop these other kinds of mechanisms to make sure that kids were followed up and so on. Have you documented that? I haven't found it.

Dr. Heseltine: Not in precise detail. What is happening is this. I am not saying there's no co-ordination. I am just saying there could be better co-ordination. Certainly the children are better off now than they were before as far as the overall picture is concerned.

I am trying to avoid the word "interface," but I guess it's the only thing I can come up with. The interaction between the two ministries has not been at times what it should be, and there are difficulties for the patient. For instance, on the weekends certain institutions are not functioning, while the hospital is. There is no appropriate co-ordination and this has to be improved.

I mentioned the concept of the lead ministry. It could be any ministry as long as they were identified as being responsible. I suppose what I am trying to recommend here is an audit trail from the patient right on up to whatever minister is responsible for him or her, and that ministry becomes the agent which negotiates the various services that individual needs. That function for kids is not being carried out as well as it should be at the present time.

Mr. R. F. Johnston: At the moment is Community and Social Services not responsible for that? Isn't it the lead ministry for that?

Dr. Heseltine: I don't believe it is in those terms. I don't believe that term is being used. They are responsible for children, yes, but the concept of negotiation or interaction hasn't been developed.

Mr. R. F. Johnston: That's what my impression was too, that it was their job to make sure that that interaction happened with the other

agency, whether it was Education or Health or whoever was also involved with the child.

Mr. McClellan: I am a little bit out of touch. I know Mr. Drea has largely dismantled the system that Mr. Norton put in place, like a bull in a china shop.

I don't know where the special services unit is as of January 1983, but in the late 1970s and early 1980s that was a unit reporting directly to the ministry which attempted to secure interministry co-operation on a case-by-case basis. If the people in the field knew they had a particularly difficult problem in their agency, they could get in touch with Les Horne, who was in a broker role between all parts of the system, across ministry lines.

The implication of your report is that system no longer functions. I know that in 1979 or 1980 that system was functional.

Dr. Heseltine: The difficult case is being handled. It's the day-to-day case that does get into trouble sometimes.

Hon. Mr. Grossman: Let me just indicate that in December 1981, at the direction and request of cabinet, an interministerial committee on children's mental health services was established. The purpose of that organization—

Mr. McClellan: Actually, it was originally established in 1974.

Hon. Mr. Grossman: You may be right. In any case, it was re-established, if you want it that way, to deal with these problems and that committee has been at work this year.

The committee decided to review the overall system before examining specific components or issues. That interministerial committee, established at the request of cabinet, has looked at the overall system. It is in place and at the present time discussion is under way at that committee level and among the assistant deputy ministers in both ministries to move to the next step in that area.

5:20 p.m.

There is a staff paper that has been prepared and which is being studied by the staffs of both ministries. That will be forwarded both to Mr. Drea and myself shortly and then it will go back into the committee next month—as a matter of fact, in a couple of weeks. At that time, the terms of reference of the committee will be reassessed and perhaps the membership on that committee will be reviewed and changed to take it to the next step.

The only point I wish to make in all that is that the issue is far from one that is being neglected.

In fact, perhaps Dr. Suttie or others who have been in close contact with that committee might address for you the current state of the art in terms of some of those specific questions. Of course, they cannot and should not get into details of the organization of Community and Social Services except in so far as they relate to any deficiency in our responsibility to provide services to their people.

Mr. R. F. Johnston: I do not want to prolong the discussion. We have a lot of time to discuss this outside of estimates, to ask questions in the House and that kind of thing and as public hearings take place. I am just a little bewildered by all of this. We seem to be going in veering directions, depending on the level.

We had local children's services committees, which were going to be established with a certain mandate for programs, which are now being cut back and being made into advisory kinds of groups not having the responsibility for the interaction of agencies at a local level, which in many ways would deal very well with the holistic kind of concept you are talking about, and they would be dealing in a multidisciplinary fashion.

You had Les Horne's interventions in terms of things like the Mary Bulat case in Windsor where a young girl was put into the St. Thomas Psychiatric Hospital instead of being put into appropriate facilities for her. You now have this interministerial thing going on and—

Mr. McClellan: Your local children's services committee was precisely supposed to deal with the concern that you raised around the day-to-day management of the cases. There was going to be a children's services committee in every jurisdiction in Ontario, first in the six pilot areas and then expanded everywhere. All of a sudden that is just wiped out. We are not sure Horne's unit is functioning any more. Forgive us, but we have the distinct impression that we are back to square one.

Mr. R. F. Johnston: The very mechanisms that were there and supposedly were going to be put in place in Community and Social Services to do what you are talking about are now being dismantled, and you are coming through with a recommendation which is saying let us change the senior ministry, if you will, to Health and we will set up the mechanisms to handle this. It just makes me nervous.

Hon. Mr. Grossman: I have read the report and senior staff read the report. Our response was very similar in this sense. Attention has to

be paid to the linkages and co-operation, regardless of which is the home ministry. The object is to prevent that artificial delineation that Dr. Heseltine senses between the medical model and the nonmedical model.

Forgive me, but if the expectations were that Dr. Heseltine would come in with an analytical review of the structures in each ministry and recommend how they might be altered, I think they were misplaced.

Mr. R. F. Johnston: The point is, why make a recommendation to move to the Ministry of Health for this holistic approach, or for the supremacy of the Ministry of Health, unless you have looked at the system that is there at the moment, with the primacy of Community and Social Services which was given in 1977, in terms of how those linkages have taken place?

Hon. Mr. Grossman: That is a comment for you to make to the author of the report. He is here to address that.

Mr. R. F. Johnston: I feel a little self-conscious about interrupting the estimates of the critics and yourself, but I would like to raise this at a later time because I am a little confused.

Hon. Mr. Grossman: I might say that because this has been discussed so many times over the years in at least two or maybe three sets of estimates in three ministries, and so in six estimates, I think it is appropriate to take the time of Dr. Heseltine while he is here to discuss the basis upon which he wrote his report. I have no problem with that.

Mr. R. F. Johnston: We will have a chance to follow it up later.

Mr. Chairman: We can do it again tomorrow.

Mr. Runciman: I had just a brief question, arising out of the minister's comments about the patient advocate program. You mentioned it as being initiated and that a co-ordinator had been hired. I was under the impression that some advocates had been hired. Is that not the case?

Hon. Mr. Grossman: Not yet.

Mr. Runciman: I was just wondering how this will work. I was approached by a nurse who works in a psychiatric facility the past weekend. She said they have been advised on things like a patient who may refuse to do something as simple as bathing that there is no way that the staff can compel that individual to take a bath and keep himself or herself clean. They have to call in an advocate to deal with the patient for something as trivial as that.

I am wondering if indeed that is the case, and

if so, is it not going to create all sorts of chaos in the institutions?

Hon. Mr. Grossman: The purpose of the advocate is to help the patient, to be a friend of the patient as it were, in all areas, such as legal rights, understanding what is happening in an institution, helping to understand the treatment patterns, complaints that the patient might have with regard to the way things are happening in an institution.

That will run the gamut, I think, from the minor, what to many people would seem to be trivial, but which on the other hand may seem to the person to be very important, all the way up to the clearly unarguably important things, such as legal rights, freedom to leave the institution and so on.

In the case that you raised, you may have that sort of situation. Perhaps I should not speak to this; I suppose the experts should. You may well get a situation where the refusal to do a certain thing that is in the best interests of everyone has its source back in frustration with the institution, the time of day at the facilities in question, an attempt to buck authority, whatever it might be.

To the extent that the patient advocate is doing his or her job, the patient will see that person as a friend, as opposed to someone who is in the employ of the institution, trying to impose rules and regulations. That patient advocate may be able to explain things and the rationale, and not to be seen as part of the legal array of people who are trying to impose treatment patterns. A patient advocate may be asked to deal with that.

Mr. Runciman: I am concerned about the potential for disruption in a facility, not necessarily having a rigid guideline, but something there, so that you could not have repetition, with the same individual, for example, coming up day in and day out, saying, "I am not going to bathe."

Hon. Mr. Grossman: Some of those circumstances would be dealt with by a regional review board which can issue orders in certain circumstances when it impacts directly on health matters such as you raise, which it would after a period.

Like everything, however, I think the success of the program will depend on the people who are employed and the other people working in the institution. If the patient advocate, on the one hand, becomes nothing more than a spokesperson for administration, trying to get certain

things done by the patient, or, on the other hand, becomes a chronic complainer on behalf of the patient, who is just getting someone else to do what would otherwise be his or her disrupting, then it does not work.

Therefore, we will be going through the hiring of the patient advocates very carefully and sensitively to make sure that we get the right people. It will not be a quick or easy competition. We will have to get exactly the right people, and the new co-ordinator is going to have to work carefully with those people to make sure the program develops with the right degree of sensitivity.

I do not mind saying it is going to be very tricky, and I think this is a reflection of the fact there has been some hesitancy for a long time in introducing the program. It would be a mistake for me to suggest that it is risk-free. It certainly is not, but I think the value of it outweighs the risks.

5:30 p.m.

Mr. McClellan: Maybe for some clarification, I could take the patients' rights point first. Then I had some questions about the pivotal hospital model.

Just to deal quickly with the matter, I see the section dealing with patients' rights is on page VIII.26. I guess since you wrote this section of the report the patient advocacy project has been developed and put into place and the director has been appointed. I do not know who it is, but I know the minister has started to hire staff.

Hon. Mr. Grossman: You would like him if you got to meet him.

Mr. McClellan: I hope he still sees his old patients.

I am intrigued to see, on page VIII.26, when you talk about patient care representatives, that he would be based at the psychiatric hospital, he would not be a member of its staff, but instead would be appointed by legal aid. Why do you make the recommendation that the patient care representative be not a member of the staff of the Ministry of Health, presumably, but an appointee of legal aid?

Dr. Heseltine: I recommended this because I felt it might improve the credibility of the individual were he seen to be not a member of the family, but that it depended on the individual. This was the ideal approach I felt.

Mr. McClellan: How strongly do you feel about that? Do you think that the credibility of the patient care representative would be seen to

be compromised if he or she were an employee of the staff at the psychiatric hospital?

Dr. Heseltine: It depends on the individual. I have met the chap who has been chosen. I have agreed to back off on this because of his character and his personality. He reports directly to the deputy minister and is responsible directly to him and therefore is not part of the local staff. I am willing to stand back and see how it works.

Mr. McClellan: His staff—the minister can correct me if I am wrong—will be employees who are accountable to whom? Maybe the minister can tell me.

Hon. Mr. Grossman: The deputy.

Mr. McClellan: What is their relationship with the community advisory boards?

Hon. Mr. Grossman: I am sorry. The patient advocates will be reporting to the community advisory boards so that they are updated on concerns in the institutions, particular problems and so on. I remember that dotted line. They will be reporting to the boards, and the advocate as well will be reporting to the co-ordinator, who will report to the deputy.

Mr. McClellan: So the director will hire them?

Hon. Mr. Grossman: The co-ordinator will hire them.

Mr. McClellan: The co-ordinator will hire them, but they report to the community advisory boards?

Hon. Mr. Grossman: They will report, but not in the "responsible to" sense, they are responsible to the co-ordinator. They report, i.e., inform, update, the community advisory board directly. In other words, there is no ministry impediment, no screening of reports, etc. The advocate has a responsibility to keep his or her community advisory board fully informed.

Mr. McClellan: This is not the only source of the recommendation that the patients' rights advocate be accountable to and under the aegis of the legal aid program. I feel those people out there are accountable to and under the aegis of the legal aid program. Most people out there are saying they ought to be seconded from the community legal aid clinics. Again for the same reasons that Dr. Heseltine indicated, that if they are employees of the hospital, if they are seen to be accountable to the medical staff and the Ministry of Health, as they are perceived to be out there, their credibility is undermined before they even start.

Why did you reject the option of an account-

ability to legal aid; or have you rejected it? Maybe it is an option that is still open, I hope.

Hon. Mr. Grossman: No. The option is open in two senses. One, the advocates, as they report to the community advisory boards, will also report to the regional director of legal aid in each and every instance where the patient advocate believes there is a need to access the regional director.

Discussions have been held between my deputy and the law society on legal aid—and he informs me he is meeting them again in two weeks' time—to formalize the mechanism whereby the patient advocate has direct access to the local regional director for all the reasons that one would need that access in order to protect patients' legal rights.

In looking at the option, which we did—and in a longer term, indeed, I do not rule out looking at a direct reporting relationship and employment by legal aid—at the present time I have a concern that I do not want it to become a battery of lawyers who are concentrating on legal matters in the institutions.

In point of fact, if you had to pick a ratio, I would assess that somewhere around 10 or 15 per cent of the problems are legal. All of the others relate to medical, semi-medical, and certainly treatment questions inside the institution not requiring legal assistance. Nor would legal aid be very appropriate, given that in my estimation—and Dr. Heseltine and Dr. Suttie may want to correct me—70 to 80 per cent of the problems are entirely nonlegal.

In that sort of circumstance, I am not sure that legal aid would want to be the employer of that group of people who were doing very little legal work and, in point of fact, whose legal responsibilities were discharged when they reported to legal aid and obtained a legal aid lawyer to look after the legal interests of a patient. By far most of the time taken by a patient advocate would be in nonlegal advocacy, i.e., what is going on in the institution; what is my treatment pattern; I don't understand why this is being done: not whether they have the right to do it, they don't understand why it is being done.

I thought as we developed a program it would be best to keep it reporting to the most senior level of the ministry, hiring quality people, and work out the long-term pattern over time. In order that all the options be open, we have a complex reporting relationship which looked different every time we came at it in our boardroom.

Mr. McClellan: It had kaleidoscopic lines of authority.

Hon. Mr. Grossman: There are a lot of lines going around. I think it is so we can all see how it works, quite frankly. So the advocates will be reporting to the community advisory boards, reporting to the co-ordinator, reporting to the regional director of legal aid.

Mr. McClellan: I have a suggestion, if I may. Having worked in slightly analogous kinds of situations, I would really think twice about taking one of those advocacy jobs because there are three or four different lines of accountability for the advocate—not the co-ordinator, but the advocate, who is there on the ward talking to the patient.

If they are doing their job, and I do not know in how many cases this will happen percentagewise, but there will be cases where they will have to take a pretty hard line against the hospital authorities—for example a case of a patient who is obviously being subjected to the maladministration of drugs. We know this happens. Drugs are used for restraint instead of for therapy.

5:40 p.m.

The advocate is in the position of being accountable to the community advisory board, which, I assume—let us try to be realistic—will have a pretty heavy representation from the hospital and the medical staff. The opportunity for real confrontation between, not the hospital or the treater and the patient, but the employer and the advocate, the possibility for a major confrontation is built into the system. I think that is going to be a serious problem for you.

Hon. Mr. Grossman: As I say, it is not risk-free and I suspect there will be some problems. I think we are making a mistake—I am guilty of it as well—in using words like “reporting to” or “accountable to.” The advocate is not employed by nor accountable to the community advisory boards. Rather, if the advocate is doing his or her job, he is told by us to keep the community advisory boards informed as to what is happening so they are able to advise the ministry from time to time from their own standpoint of the overall running of the institution, but the reporting relationship, the accountability relationship, is singular to the co-ordinator—single accountability.

It is part of doing a job. A part of doing your job is to keep all those other people who can help you do your job or help inform the ministry, help run the institution, advised of

what the status is. It is not on the reporting side, it is not up here reporting to; it is informing, in this way, with the information you have.

Mr. McClellan: But the co-ordinator doesn't do that. The co-ordinator is not the one who provides information updates to the community advisory board.

Hon. Mr. Grossman: No.

Mr. McClellan: It is the advocate.

Hon. Mr. Grossman: It is the advocate; that is correct.

Mr. McClellan: Okay; it is entirely possible that the advocate will be intervening between a patient and a member of the hospital staff who is also sitting on the community advisory board.

Hon. Mr. Grossman: Between a patient and a member of the hospital staff who is also sitting on the CAB?

Mr. McClellan: The patient goes to the advocate with a complaint against a member of the hospital staff, and that hospital staff person is also a member of the community advisory board—not an unlikely prospect over the course of time.

Hon. Mr. Grossman: The only medical members of the CAB are ex officio. It is only the head of the medical staff who is on there.

Mr. McClellan: Only the head of the medical staff who is on there?

Hon. Mr. Grossman: Ex officio. What is he going to take to the CAB? He is going to inform the CAB of something that the medical director already knows because he has been dealing with it inside the institution; the medical director has heard it all before.

The object of the exercise is to make sure that all the other members of the CAB are informed with regard to what is happening inside the institution. It is not their responsibility at the present time to run that institution or to employ or give direction to the advocate.

Mr. McClellan: I think you ought to think about this, quite frankly, because you are structuring—I am not saying you are doing it deliberately; I have had, believe it or not, some experience with this kind of work and in structuring these kinds of programs, and you are structuring an opportunity, and I think a prospect, for a kind of intimidation, not necessarily even conscious, between the hospital authorities and the advocate.

Normally you don't put field staff into this kind of a double-bind position. If you are going to have an accountability session, you would

send the co-ordinator in there to explain to his colleagues, his equals, what his employees within the system were doing. You do not send an employee in to speak to his superiors with respect to an advocacy enterprise he is engaged in, because the power relationships are all wrong.

Hon. Mr. Grossman: Do you believe that the community advisory boards are the "superiors" of the patient advocate?

Mr. McClellan: If the medical director is a member of the community advisory board—and I do not know who else is on the community advisory board; you just told me one person who obviously is, the medical director.

Hon. Mr. Grossman: Let me clarify the membership on the CABs for you. Mr. Corder, executive director, mental health division.

Mr. Corder: The membership on the community advisory board is made up of local consumers and providers of health care who have been nominated by district health councils, the Canadian Mental Health Association and the Ontario Psychological Association, to name but a few. I understand the medical director and the administrator are ex officio on the community advisory boards.

Mr. McClellan: So number one and number two in the hierarchy of the hospital are on the CAB. We will have to wait and see who the other members of the CAB are. They could be very senior people within the treatment community, as well as perhaps ex-patients or some ordinary folks. There will also be some very senior people on the CAB. I am just raising this as a concern to think about.

Hon. Mr. Grossman: How would you resolve it? Tell me how you would resolve it.

Mr. McClellan: Well, the one solution is Dr. Heseltine's. You have the accountabilities different. That is the proposal that is being put forward out there, as well as by Dr. Heseltine, that they be seconded from the legal aid clinic as a bare minimum.

I am not moving off that as my option. I think what you are suggesting, though, is just fraught with pitfalls. If anyone has to report to the CABs, it should be the co-ordinator. You should not put the advocates in the position of having to go into that arena.

Hon. Mr. Grossman: Let me just separate the two. I do believe that legal aid would not want to be involved in the kind of setup that you are suggesting. But if the reporting relationship

were from, say, the co-ordinator to legal aid, as opposed from the co-ordinator to the Deputy Minister of Health, which I think is what you are suggesting—the co-ordinator up to legal aid, as opposed to co-ordinator to the deputy—

Mr. McClellan: There are a number of different ways you can do it. The co-ordinator can be where he is and he gets his staff from legal aid, so that the co-ordinator is your person, responsible and accountable to you, but his advocates are seconded from the legal aid clinics. They would have a dual accountability to preserve their credibility and—

Hon. Mr. Grossman: You were just complaining about dual accountabilities.

Mr. McClellan: It depends. The thing I am interested in avoiding, I thought I had made clear, is a double-bind situation.

Hon. Mr. Grossman: I don't deny that I share some of your concerns. I think our model is still the best.

The advocate is having a problem in an institution. He sees a problem between a patient and a member of the medical staff. His main activity, of course, is to try to resolve it inside the institution. He informs the community advisory board so the community advisory board is competent to make assessments with regard to its own responsibilities and to answer any questions the minister may have, with the CAB being responsible to the ministry.

5:50 p.m.

The community advisory board, if the advocate does not inform it of the problem, can be accessed by the member of the medical staff, who is on there *ex officio* as is the case with most public general hospital boards. So the choice at that level is whether they should get input only from the member of the medical staff, who is there *ex officio*, or whether the advocate should inform the community advisory board of the patient's view of the circumstance in the institution, understanding that the advisory boards are simply that, advisory boards for the minister.

I think your concern would be far more appropriate if we had divested. We were talking about how we set the system up *vis-à-vis* those who are running a hospital. At the present time, I don't want the CABs to be only seized with the information they get from the medical staff. They should also hear from the advocate. The advocate takes the specific problem which he has been unable to resolve inside the institution to the co-ordinator. If this matter were to be resolved by the CAB, if the CAB were required

to resolve it or had the authority to resolve it, then I agree with you, the co-ordinator, when the crunch came, perhaps should be the one reporting to the CAB because crunch time had come; but the CAB isn't the one to resolve it.

The co-ordinator, we believe, and you may agree, in the last analysis reports it to the deputy who is responsible to the minister to make sure that the institutions are well run. He and the co-ordinator together have to make the right judgements with regard to what is happening in the institution, who is right and whether some changes ought to be made. The deputy, I should add, might well bring that problem to the minister if he is not satisfied with the resolution in any way whatsoever. By that time the minister will have been in receipt of some advice from the community advisory board based upon its receipt of information from the patient advocate and, no doubt, from the medical staff of the institution which they advise us about.

Given the point of resolution, which is those who are accountable to the public for the running of those institutions, the minister and the deputy, and given those who advise us, which are the community advisory boards, I think it is important that the advocate advise the CAB so the CAB can advise the minister. If the responsibilities were to change after a year or so, then it would perhaps be necessary that the co-ordinator be the one to speak for the CABs. But I think there is quite a difference, Mr. McClellan, between who speaks to the CAB when the CAB is the responsible body for resolving the problem, which in that case it perhaps ought to be reported, versus who should report to the CABs when the CABs are seeking intelligence and information in order to advise the minister on running the institution. That is where we come down, I think.

Ms. Copps: I have a number of questions, and one relates to the issue of patient care. I'm surprised, Dr. Heseltine, notwithstanding the recommendation you made in your earlier report, that you are prepared to opt for the ministry option because of what you think of the personality who has been hired.

Dr. Heseltine: There seem to be the checks and balances, which the minister has just described, and the individual who is in there is prepared to go along with these checks and balances. I was wanting to make sure they were in place and that not only was justice done but that it be seen to be done.

Ms. Copps: If the community advisory boards

have no authority to do anything other than in a fairly informal way, what role can the patient advocate play in the final analysis?

Dr. Heseltine: As I understand the process at this time, the patient advocate has access to legal aid and could go, on behalf of the patient, to legal aid. The deputy has had one meeting with them and, as I understand, he is meeting with them again to tighten up this relationship. I think there is access. The Ministry of Health has opened the door and made contact, as the lead ministry, with legal aid.

Ms. Copps: But the relationship with legal aid has been the patient advocate program. Obviously they have access to legal aid as individuals, but it doesn't answer the question you raised in your report that the advocate should not be a member of the staff but should be appointed by legal aid.

Dr. Heseltine: My preference is for that; but as the minister said this is not carved in stone, he's willing to give it a try. The establishing link has been made with legal aid, so the patient is not left to seek out legal aid on his own. There is somebody in the building with whom the patient can have direct contact.

Ms. Copps: I think the point the minister raised also is that in the patient advocate relationship many of the points that will be raised will not be legal in nature. Approximately 15 to 20 per cent are legal problems. With the other 80 per cent of the problems, the patient advocate is responsible and answerable within the ministry rather than outside. There remains a tremendous credibility gap because many of the concerns the patients have may directly stem from your ministry and/or hospital policy on a given issue. What guarantee of objectivity or impartiality can there be in a person whose employment is derived directly from that ministry?

Dr. Heseltine: As I say, my first preference would be outside, mostly because it would be seen to be that way. The ministry has made this decision. They say it's not carved in stone. I have expressed my concerns, but that's the way it is at the moment. I will watch it, according to the mandate. At the end of that time I will let them know if I'm not happy with it.

Ms. Copps: Also on that point, you did touch a little bit on a public attitude campaign you felt was very important to change the public attitude towards the mentally ill. More specifically, that was the earlier viewpoint. Nevertheless, you did not make any recommendations. It may not be within your mandate, but that does come

up in the interministerial committee or the triministerial committee, about letting the provincial government take the lead in changing some of the legislation. I'm just wondering why you didn't comment further on that when you did see fit to comment on the fact that the public attitude is detrimental.

Dr. Heseltine: As I mentioned earlier, this is a discussion paper. The final document will make specific recommendations about how it might be approached. We are concerned and, as I understand, the ministry has already initiated a public education program to try to deal with this.

Ms. Copps: Which ministry?

Hon. Mr. Grossman: This ministry.

Dr. Heseltine: The Ministry of Health.

Ms. Copps: Along the lines you have recommended?

Dr. Heseltine: It would certainly be in that direction.

Ms. Copps: You talk here about a potential 10-year program.

Dr. Heseltine: It's a long-term program, education isn't enough.

Ms. Copps: You have another option that could be much more immediate but you don't discuss it here, and that is to say that the provincial government could legislate.

Dr. Heseltine: I think you get into the area of human rights and this type of thing, which is not in my province.

Ms. Copps: So you didn't look at that at all, the possibility the triministerial committee could bring pressure to bear or influence the Ministry of Municipal Affairs and Housing to bring in legislation.

Dr. Heseltine: There is a triministerial organization established which is looking into that, as I understand it, to try to solve that particular problem. How to solve the problem is their province.

Ms. Copps: So you didn't look at that at all?

Dr. Heseltine: Not in that way.

Ms. Copps: It is just that you are suggesting a 10-year educational strategy, and it may be redundant if the triministerial project goes ahead.

Dr. Heseltine: If it pays off, sure.

Ms. Copps: Getting back to the issue of the splitting of the responsibilities between the ministries of Health and Community and Social Services, we are getting mixed messages here.

On the next page in your report, where you're talking about the medical models as opposed to the social models, you do say, "Regardless of whether or not the proposed split of responsibility between Health and Community and Social Services is accepted." So you are definitely pushing for a split of responsibility. It's not simply talking about—

Dr. Heseltine: Of the program; a split of the program.

Ms. Copps: Sure, but it was my understanding that when we were talking about it earlier, you were talking about developing linkages between the ministries of Community and Social Services and Health. So you actually are looking at that and suggesting that the Ministry of Health be the lead ministry and that there be a split of responsibility.

Dr. Heseltine: The medical responsibilities can be localized to the Ministry of Health. The Minister of Health is not responsible for housing. He gets the Ministry of Municipal Affairs and Housing to provide that. I'm looking for a lead ministry, whichever that may be, to assign

things to the various ministries which have their own expertise to provide their particular services.

Ms. Copps: Based on the medical model, you're suggesting that the Ministry of Health should have that area of responsibility.

Dr. Heseltine: I would like to avoid the term "medical model" because I think that's a disservice.

Ms. Copps: I think you used it in the report.

Dr. Heseltine: Yes, I said the artificial division between so-called medical and nonmedical models. You can use these terms, but it's a disservice to everyone who works in the field although it permits a comprehensive approach. All I'm suggesting is that patients with a psychiatric diagnosis that appears in whatever diagnostic manual you want to use come under that program. Treating those specific patients should come under the ministry that has that particular skill.

Mr. Chairman: Thank you. We will adjourn until tomorrow following routine proceedings.

The committee adjourned at 6:02 p.m.

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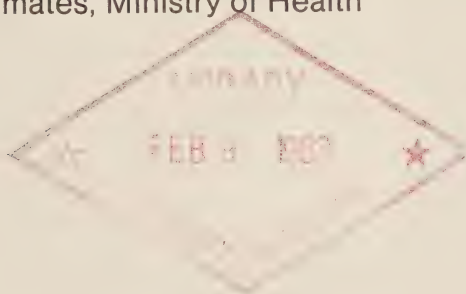


No. S-29

Legislature of Ontario Debates

Official Report (Hansard)

Standing Committee on Social Development
Estimates, Ministry of Health



Second Session, Thirty-Second Parliament
Tuesday, January 25, 1983

Speaker: Honourable John M. Turner
Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, January 25, 1983

The committee met at 3:42 p.m. in room 151.

ESTIMATES, MINISTRY OF HEALTH (continued)

On vote 3303, public and mental health program:

Mr. Chairman: I call the committee to order. We adjourned yesterday with Dr. Heseltine. I believe we had one more speaker on the list.

Mr. Pollock, if you still remember the question you were planning to ask of Dr. Heseltine, you are most welcome to begin.

Ms. Copps: Mr. Chairman, when we adjourned yesterday I was in the process of asking questions of Dr. Heseltine. It was my understanding at that time that the questions were being adjourned.

Mr. Chairman: My apologies, Ms. Copps. I had the impression that your question was answered and that you had completed your questioning.

Mr. McClellan: Before Ms. Copps resumes her questioning, there were one or two things that I had asked for before we broke prior to Christmas, if I can find my notes.

Mr. Chairman: Prior to Christmas?

Mr. McClellan: Yes.

Mr. Chairman: I see.

Mr. McClellan: One of them was the premium assistance statistics. When I find my notes, I'll remind you of the rest of the material. I would like to have the premium assistance take-up statistics. I would also like the most recent statistics from Queen Street for involuntary patients absent without leave, for December 1982 and January 1983.

Mr. Chairman: I seem to recall that second group of information was distributed, was it not?

Hon. Mr. Grossman: Not the update, no.

Ms. Copps: On that point, I would like to go back. At the beginning, I made some requests to get information about salary ranges and classifications, for which I am still waiting.

Mr. Chairman: Under the first vote, yes.

Ms. Copps: That was in my opening statement, and I raised it on two or three other occasions.

Mr. Chairman: Perhaps the minister has that information?

We would appreciate it if you would provide the information, not only to the individual committee member, but to everybody.

Mr. McClellan: And the number of nursing homes outside of Toronto.

Ms. Copps: Mr. Chairman, I would like to ask Dr. Heseltine a couple of questions. One of the focuses in the report seems to be the increased emphasis on professional development within the ministry and/or the institutions, and I wonder if you could elaborate a little on that.

I noticed from your addendum that you have, in fact, been in consultation with a number of chairmen of psychiatric departments, Dr. Cleghorn of McMaster University, for example. Has your proposal for professional development been vetted through the university sector or is it something that is in the preliminary stages?

Dr. Heseltine: I believe, Ms. Copps, that it's still very much in the preliminary sector, although I have been in touch with the universities. I've talked to groups from various professions interested in mental health care delivery. I feel that ongoing education, especially in such a rapidly-changing field as mental health, is extremely important.

One of the aims of this paper is to attempt to try and bring education, research and service together and put it before the community for discussion. It's very important that these three areas come together for the wellbeing of the patient.

Ms. Copps: My question is more about the methodology. I think everyone would agree that to keep health delivery specialists up to date on the latest psychiatric care is important, but it's my understanding from the report that you are going to be focusing professional advancement within a hospital, rather than university, setting. I just wondered what your *modus operandi* was.

Dr. Heseltine: There are five health care sciences centres in the province, all in the south. There are community colleges. One of the major problems in the north is that many communities are at a distance from the health

care sciences centres—indeed, at a distance from community colleges—so I think it is important that on-the-job training continues. Continuous medical education is important, not only for those in hospitals or institutions but for those working in the community.

It is now left up to the individual to either improve himself or stand on his or her back-ground as far as the treatment procedures go, but this would be an attempt to add an incentive for them to develop their skills and hone their abilities.

Ms. Copp: A number of the suggestions are on decentralizing the medical health service. I think it has been recognized over a number of years that the government of Ontario's record in deinstitutionalization has not been what it should be.

I can recognize that you've talked about using ministry and area health planning. Much of this information, particularly with respect to housing and aftercare, has been known by the ministry for many years. For example, let's take a look at Sudbury and how the people are treated there.

If you look at the whole theory of the pivotal hospital I think all of us would probably agree that a pivotal hospital—having someone in a psychiatric situation closer to home—is desirable. Even in the present situation where they do have wings of general hospitals available, the bed shortage is so tight that people are often sent to institutions far away, notwithstanding the guidelines that presently exist for having people in care in psychiatric institutions.

If you're making these suggestions, many of which are already known, how optimistic are you that they can be implemented?

Dr. Heseltine: I agree with you that many of these things are already known and axiomatic. In fact, in the original draft of this I had a quotation by Goethe which said, "It has all been said before; our job is to think about it again."

This is what we were attempting to do, to look at things and gather up the ideas. This is not holus-bolus out of my mind or my team's minds; this is information of common knowledge that's been in the community. We tried to bring it in and put it together. A lot of the services are there; it's just that they are not interfaced or interdigitated because of the way they are organized.

3:50 p.m.

For instance, you talked about Sudbury. One of the major problems has been the attempt in

mental health to get professionals to go north. One of the major problems we've been trying to deal with is professional isolation. I know that probably the representative from Sudbury would not indicate that Sudbury was necessarily isolated, but some professions are less inclined to go unless there is a group already there.

One of the the major complaints in the north has been the idea of professional isolation, and this is why some of the health sciences centres have been identified to take on responsibility for mental health care services there, provide some ongoing backup and support, and encourage the professional to go. In fact, they've identified a number of the areas up there as affiliated teaching units.

In the northeast area, Sudbury, North Bay, Timmins and Moosonee have been identified as affiliated teaching areas. There are psychiatrists in there now attempting to gather around them a nucleus of mental health care workers to provide the services, and there is movement in that area.

The minister mentioned earlier that part of my responsibility was to try to get on with things, to try to initiate something right now, to see what could be done, rather than long-term planning. In attempting to recruit, I have done this with some satisfaction.

Ms. Copp: Why did you delete the quotation in your final report?

Dr. Heseltine: A page got left out out because of the way it was brought together, I guess. I don't think there is anything Machiavellian there. I was not worried about it, it was just something I put in. I think maybe it was too academic.

Ms. Copp: You also used as one of your references, A Matter of Urgency: The Psychiatrically Disabled in the Ottawa-Carleton Community. I think that is probably a very good overview of the situation in many communities. I am sure you will know that in their report they did call it a matter of urgency, and one of the concerns that we must have as a committee is that we're looking at your bringing in another final report, and then implementing that report, yet as you have so ably said, "It's all been said before."

Is another blueprint that pulls together the linkages that we already know about going to do anything to solve the problem as portrayed in the Ottawa-Carleton document, for example?

Dr. Heseltine: My role was to point out and advise and make consultation and try to get

things going as quickly as possible while I am here, and make recommendations on the actual implementation. The timing of the thing is not my task, my mandate. I would like to encourage movement to take place, and I am hopeful that it will. Certain things have taken place already and I have been encouraged by them.

Ms. Copps: When you're talking about a major shift from the provincially-operated psychiatric hospitals to the community-based hospitals all over Ontario, obviously one of the major things is going to be expansion of the number of beds available in the public hospital sector.

As you said yesterday, you are doing this in a very general way, but do you have any kind of a target date for integration? This is the second round of deinstitutionalization, and those people who were involved in the first round, many who were around this place long before I was, are a little sceptical as to whether this second round of deinstitutionalization is going to be any more successful than the first one.

We still have not even come to grips with the problems facing those people who have already been deinstitutionalized under the old aegis of the psychiatric hospital format.

Dr. Heseltine: You use the term "deinstitutionalization." At the risk of pulling another Haigism, I've been trying to use the term "non-institutionalization."

Ms. Copps: Yes, you mentioned that yesterday.

Dr. Heseltine: I didn't want to deinstitutionalize anyone. I would rather encourage the powers that be to initiate community services before they even look at deinstitutionalizing anyone and let the institutions run down naturally by attrition. You can't legislate people out into the street.

In this document, we have advised that emphasis be placed on accommodation and support systems in the communities. When they are there, I think you will find a decreasing demand on the beds and there will be an opportunity to treat the more acute patients closer to their home. With proper community support systems, their length of stay will be reduced.

As you've noticed from the statistics, the length of stay has been decreasing since the 1950s, partially because of medication and partially because of new treatment methods and attitudes. We would hope that with this community first-line organization system the demand for beds would be reduced and the length of stay shortened.

In these general hospitals, it would be necessary to have staff that are appropriately trained to handle crisis intervention, because most of these situations can be handled inside of 72 hours. This is why we mentioned a health education resource centre to try to teach the necessary skills to those people who are already in the field.

This has been successfully accomplished in a number of places I've visited. The idea of the appropriate selection of personnel and the appropriate accommodation for the patients in the general hospital is important. Until those are in place, you can't expect them to take on that responsibility.

Ms. Copps: You have isolated areas in Ontario that are significantly above the national norm for psychiatric hospitalization, but you didn't really quantify the relationship between those long stays in the geographic or economic areas. Don't you think that would be a key also in trying to limit the amount of time spent in hospitals?

Dr. Heseltine: I'm sorry, could you give me the question again?

Ms. Copps: According to your report, there are several areas in Ontario that are significantly above the national norm in terms of days or weeks in hospital. In your report, you didn't seem to quantify the reasons that there is a longer hospital stay in certain geographic, economic or sociological areas. It would seem that information is important if you're looking at ways of either keeping people out of hospital or reducing hospital stays. That information would be important.

Dr. Heseltine: We have a good idea of why that is so, but we haven't gone into the subgroup detail evaluation of these patients. Such evidence, I think, is in Thunder Bay and its number of short-stay patients. You'll see that Thunder Bay has a number of short-stay patients under four months. This is primarily because it's acting as a first-line hospital.

When I came, one of the first questions that was asked of me was what is the role of the psychiatric hospital? I grabbed my pen, sat down and started to write. Then I realized I couldn't answer the question because the role was different for different institutions. The roles of North Bay and Thunder Bay are totally different from those of Whitby and Queen Street. Therefore, you have to go into area planning.

4 p.m.

This document is a conglomeration of information that we've gathered from the providers and from the consumers in the province. We're hoping to go out again at the end of February and talk to the people in groups and say: "All right, here are the ideas. Here are the concepts that have come forward. Let's go on with our continuing consultation with you. How do you plan for your area given the institutions, programs and services that you have? How are we going to put these together in your area, which is a natural referral pattern?"

This morning, someone was discussing something about architecture with me. He said that one of the very bright architects put down a beautiful lawn, waited to see where people walked, and then put the sidewalk in when the path was worn on the ground. I think that's what we're trying to do here. At least, it illustrates the idea we're trying to do. We're trying to find out the natural referral paths and what's happening and then build in a facility for people to walk to the appropriate areas for referral.

Ms. Copps: Are you going to be looking in greater detail at the percentage variation from the Canadian norm in individual Ontario centres?

Dr. Heseltine: I don't know whether that's all that important. Quite frankly, these statistics give trends and directions. The additional information that I would like to gather concerns the various subgroups.

For instance, if you have taken information from one of the institutions and you feel that a number of these patients do not require the long-term intensive service that institution should supply, we would like to know what the subgroups are, what level of patient care they require, what sort of accommodation would be appropriate and from where in that catchment area these people come. Then we could assist those people or the organization group in that area to decide where additional and appropriate services are required.

Ms. Copps: If you look, for example, at figure 9, you can see a very marked difference between the time spent in a hospital for psychiatric patients in Oshawa as compared with Toronto. It would seem to me significant that two communities that are in relatively the same geographic area would be so disparate in terms of hospital usage. The follow-up to that would be why. If you don't know why, then you're never going to be able to establish patterns for hospital uses and know when someone can appropri-

ately be placed in the community or needs to be placed in the hospital.

Dr. Heseltine: We're talking about Oshawa and Toronto.

Ms. Copps: Right, let's say Oshawa and Toronto, to just pick two examples.

Dr. Heseltine: If you wish, we can go into a more detailed evaluation there. It's a matter of referral pattern.

These figures indicate patients coming into that particular hospital. They can be caught from anywhere. In Toronto, for instance, there is a tremendous movement from outside. It's a gathering area, a settlement area, from across the province. Therefore, a number of patients will come and because they have no place to which to be discharged, they tend to stay longer.

Ms. Copps: How does that compare with Thunder Bay? That probably has to be the catchment area for northwestern Ontario and there is literally nowhere else to go. The figures from Thunder Bay show that they are below the norm.

Dr. Heseltine: Thunder Bay is serving more as an acute treatment hospital and, because of its location, there is far less movement and referral of patients. There is a greater tolerance in the community for the deviant behaviour. The population is spread out thinly and it's much more difficult to refer. The same thing goes for Kitchener, which is a fair distance from a psychiatric institution.

Ms. Copps: The reason I raised the question of the situation in Oshawa is because I have, on occasion, received calls from people who have had referrals or who have been involved with referrals to Whitby, for example, and have been turned away. You have to wonder whether Toronto is not doing things efficiently enough, or whether Oshawa is being too efficient. You have to raise some questions.

I do not accept the argument that Toronto is the catchment area so it will have a larger usage, because Hamilton falls into the same category. You see again a discrepancy with Kitchener.

No urban-rural or southern-northern pattern has been established. That may be a result of the admitting patterns of each institution rather than the behavioural patterns of a community. I think that is important information to have in the long term, because if you do not have it, how are you going to know whether your admission process is effective?

Dr. Heseltine: In Whitby, we did the level of patient care, in which we used an evaluation

that has been used in New York state and across the United States. It carefully evaluated the level of care for a particular group of patients and from whence they came. It was given by nurses who were trained for that, so we have a pretty good idea where these patients come from and we know there is a difference in pattern because of the different area it serves. Oshawa and Whitby serve a very small urban area with an emphasis on the rural area, whereas Toronto predominantly and almost exclusively serves an urban area.

The type of patient you get and the ability to discharge them quickly is more difficult because of the accommodation. We mentioned the problem of the "gentrification," I think the term is, of the downtown homes to which these patients were formerly discharged. The boarding houses no longer existed, so the opportunities to discharge these patients were fewer. You had to keep them longer until there was appropriate community accommodation.

My understanding is that it has nothing to do with the skills or different admitting patterns or anything like that. They will take what they are able to cope with handling, especially Queen Street.

Ms. Copps: But if you look at Sudbury, Windsor and London, according to your figures London is 40 per cent above the Canadian norm for bed days per capita, and London would be urban-rural. London would be a centre outside—

Dr. Heseltine: Yes, London serves urban-rural, but it serves a great number of urban centres right across the southwest. There is a reasonably good referral pattern and reasonably good facilitation of admission in dealing with the community there. So, in fact, the population is not just the city of London, which is 250,000 or something like that. It serves all the other towns of some size in southwestern Ontario.

Ms. Copps: As does Thunder Bay.

Dr. Heseltine: No, there is no system in Thunder Bay. It is much more difficult to travel in northwestern Ontario. The distances are greater.

Ms. Copps: For those who are under the Canadian norm of bed days per capita, would you see it as a referral problem there as compared with the other more sophisticated urban centres?

Dr. Heseltine: Yes. The rural area has a tendency to be more tolerant of the patient. The family practitioner who is on the ground will refer less frequently, because of the difficulty

for the family. I think it has to do with the geographic area it provides services for.

Ms. Copps: Would you say that also for Kitchener?

Dr. Heseltine: To a certain extent Kitchener as well, yes.

4:10 p.m.

Ms. Copps: In terms of the long-term direction in which you are going I think these may be important issues, because you have obviously a very different pattern in some urban centres to what you do in others. If we can get to the reasons why, it is either the referral is more sophisticated and more appropriate in the urban centres or fact, they are over-referring. Unless you can find some kind of pattern, it seems that the statistics do not serve you if you are not using them to try to derive some information from that.

Dr. Heseltine: I think, Ms. Copps, you cannot take these alone. You have to understand what is going on in the general hospital unit where they exist and you have to understand what community agencies and services are in the community.

Ms. Copps: Are you going to be looking at that?

Dr. Heseltine: We will be looking at that when we go out to the various groups. My understanding is that the minister has—I have not come to praise or bury Caesar—made the moneys available to the district health councils to evaluate what services are in the various district health council areas.

Ms. Copps: Will you be dealing with that in your subsequent report?

Dr. Heseltine: I am hoping to make use of that information, yes. I will be watching it and have been in touch with the various district health councils.

Ms. Copps: What time frame are you looking at for your final report?

Dr. Heseltine: I am hoping it will be out early this summer.

Ms. Copps: If the district health councils are going to be making use of that money to expand on their own situation, we might be in a bit of a time bind if you want to get this out by early summer.

Dr. Heseltine: I will use what information is available at the time, but I think that we have a pretty good idea of the directions and what the situations are.

Ms. Copp: When your final report comes out, will it be a little more species-specific as to exactly the number of referral general hospitals that we will be looking at, exactly the number of beds that will be made available, a little bit more precise?

As I said, with respect to a lot of the information in this report, it is good to have it collated in one spot, but nevertheless, a lot of it has been said before and there has seemingly to date not been an ability on the part of the government to come to grips with non-institutionalization or deinstitutionalization, as the case may be.

Dr. Heseltine: We will be making some specific statements, but one of the major things concerning the communities with which I have been consulting, one of the specific statements and appreciations they have made, is that we have not come to them with a ready-made answer to the situation and laid it on them. We have obviously discussed some of the ideas with them and they appreciated that.

More than that, they appreciated the fact that we did not draw the lines on a piece of paper and say this is the way it is going to be. We are trying to look at it in a different way to evaluate the matrix and, instead of having things coming directly from a central area, ensure that regional planning based on these referral patterns take place, and that we lay down principles and directions and they respond in their own area in a manner that is appropriate for their needs.

Ms. Copp: The other issue I find somewhat absent from your report is that you have not really taken a look at the delivery of service in Penetanguishene in any kind of a unique way. You have dealt with it in the context of psychiatric hospitals all over Ontario. I wondered whether you gave any thought to zeroing in on the specifics of incarceration as it applies to the Mental Health Act and as it is delivered in Penetanguishene.

Dr. Heseltine: We will certainly be looking at that. Obviously, the whole area of protection of the public is important and the treatment of the patient is important. Part of what you were speaking the other day was about the education and change of attitudes. The attitudes of the public can be changed.

What can go a long way in changing the attitude is the feeling that they are protected from the difficult patients. They will then learn to accept the large majority, the 99 per cent of the other patients who have mental illness who are no threat to themselves or to society.

We have been trying to look at them the way they did with such illnesses as scarlet fever and that sort of thing in the old days, with a quarantine to protect society from that particular illness. We have been looking at this area of accommodation in that case as being part of the treatment plan and part of dealing with the specific subgroup. I think this will be coming out in more detail in the final report.

Ms. Copp: I was thinking more in the context of protection of patients' rights. You do not deal at all, for example, with the issue raised by the minister in estimates that certain sections of the Mental Health Act should be given royal assent so that patients will have greater access to information, or the whole notion of whether the recommendations of the Krever commission should be implemented in the mental health context.

Those questions have not been addressed and they are more crucial when someone is confined in a mental health setting. In a place like Penetanguishene it is not a debatable issue.

Dr. Heseltine: With people who were quarantined it was not of their own volition either.

This really warrants a paper in itself. Certainly, I have not addressed it here because there was enough on my plate and it was not part of the mandate. I am willing to discuss it outside the House and away from this committee, but I am not in a position to discuss the Mental Health Act part of it. It is not my province.

Ms. Copp: Just when you touched on the issue of patients' rights, I felt that in a global context it would also affect Penetanguishene.

Dr. Heseltine: I would understand that the advocate is for all patients, not just for the ones who are in the London Psychiatric Hospital or the Queen Street Mental Health Centre. Penetang is part of the system.

Ms. Copp: Dealing with the advocacy role of an advocate, if you are looking at the issue of patients' rights, it goes far beyond simply having an advocate who is English. Since you had a part of a chapter on it, I just wondered why you did not feel you had anything to add to the already announced ministry program of having an advocate, just a comment.

So can we be looking at getting a final report some time at the beginning of the summer?

Dr. Heseltine: I would hope so.

Ms. Copp: At that point we would hope that we may be able to actually carry out or begin to carry out some of the recommendations that you made, particularly on the hospitals?

Dr. Heseltine: The reason I have been encouraged to be here as long as I have is that the minister has responded along the way in such things as lead ministry, the patient advocate—we discussed that earlier—the protection of psychiatric funding in the general hospital, these things. I feel things have been happening along the way.

For instance, we got the chiefs of the various psychiatric units in general hospitals together. They have formed a subunit, a group, and have now been working to develop a liaison with the ministry to try to develop and support various systems. So the groundwork is developing slowly to make changes. I hope they will continue.

Ms. Copps: In looking at the issue, obviously you were not mandated to look at the whole question of costs. At the same time, if we go ahead with the notion of a pivotal hospital and if we move in with ancillary housing, we are going to be involving such areas as homes for special care, which are presently under the jurisdiction of the Queen Street Mental Health Centre and the chief social worker.

You have not dealt at all with that or any of the programs that are presently available in terms of sheltered housing and how effective they are.

Dr. Heseltine: One of the things I mentioned is at the back of section IV. There is a diagram of a community support system. That is an example.

What we are looking at is a continuity and, more important, a continuum of services. We felt strongly that the province's homes for special care program was just sort of one rung on the ladder and we were recommending a continuity, everything even to a sheltered community, whatever that might be, and moving down from nursing homes, homes for special care, group homes, whatever you want to call them.

This is different for different areas. We purposely did not go into too great detail on that because the population would have different population demands in that area.

Ms. Copps: At the same time, however, in looking at the potential for either pre-care or aftercare, for institutionalized or post-institutionalized care, you have not analysed in any way, shape or form the services that presently exist, like the homes for special care, and where changes need to be made to make these areas more effective.

It seems to me that just simply to say that they

should move on a continuum toward independent living is a terrific notion, but if the systems as presently in place are not working—I had thought you were going to be looking at the whole area, not simply the area of institutions.

Dr. Heseltine: Certainly, we are looking at the whole area and at the business of the homes for special care or the community support.

We know that the numbers were going down. We know that the boarding houses, as I have mentioned earlier, were not as thick on the ground as they were. We felt that it was an ad hoc response, which we said in the text of the document, and that we wanted the communities to come up with the levels of care that are necessary in their own community and that we would be advising that these levels exist.

My understanding, too, is that there is an interministerial, triministry committee now in place that a number of months back began looking at the whole area of accommodation and is working to try to develop the various levels. We will be making recommendations and directions in the form of a report when we get feedback from the various communities.

Ms. Copps: In your report you really just concentrated on the institutional level rather than the community level?

Dr. Heseltine: No. We concentrated on what we hoped to be a balanced communicative system which laid emphasis on the institution and the communities, emphasizing the importance of the community support system.

Ms. Copps: That is terrific, but if you do not get into analysing the community support systems as they presently exist, it is pretty difficult to say that we should be moving into the community when we know that homes for special care, for example, are in a lot of trouble.

Dr. Heseltine: It is very difficult to know what is in the community. The information is not always there. This is why we have asked the ministry to put out this money for the district health councils to find out what was on the ground out there.

Ms. Copps: So you did not look at that specifically in your report?

Dr. Heseltine: We did not go into detail on it. We knew, and we had feedback from the community, what were the weaknesses, but we do not have them in exact figures.

Ms. Copps: I think the ministry, and presumably the chief social worker, does have input

into all homes for special care across Ontario, since they are inspected by the ministry.

Dr. Heseltine: Yes, but that is just one—

Ms. Copps: Yes, but I am just picking that as an example. You did not make any attempt to look at what kind of service is being delivered in the community at that level and whether the service as presently being delivered is adequate.

Dr. Heseltine: We know the numbers are not adequate.

Ms. Copps: The numbers of community placements?

Dr. Heseltine: Community placements, whatever, yes. As with the level of patient care in the psychiatric hospital, we know that an inappropriate number are being housed or accommodated in that institution. It would be the same way at the other levels of care as well. We are saying there should be a split in the number of types of services that are available.

Ms. Copps: So what you are suggesting then is that the district health council will come back with actual analyses of numbers in terms of needs and placements.

Dr. Heseltine: This is why I mentioned that we wanted to follow up with the subgroups from the Whitby Psychiatric Hospital.

Ms. Copps: Would that not also be the kind of information, for example, that you receive from the Mental Health Ottawa?

Dr. Heseltine: Yes, that kind of information is important, but not just from that area. It has to be province-wide.

Ms. Copps: Sure, but in the case of Ottawa, for example, if that information is available, why can't we move to implement it without waiting for another report and another analysis and another study?

Dr. Heseltine: I think the word is balance. There has to be a shift in emphasis of the institutions first. That will change the numbers of that report.

Ms. Copps: You said earlier on though that the shift in numbers would not be on the basis of those who are presently institutionalized, but rather the numbers would be changed through attrition or through non-institutionalization.

Dr. Heseltine: That would probably be through non-institutionalization, but we would have to know what is moving through. Those figures indicate what is on the ground now, what the needs are presently. We have to know the trends, whether the patients in these communi-

ties or in these institutions may want to move out into the communities and also if there is a shift in emphasis.

It's a domino effect. The use of the pivotal hospital is going to change the type of patient. Those figures were made up before the concept of the pivotal hospital. We feel those figures may have to be increased.

Ms. Copps: I don't want to belabour it because I'm sure other people have questions, but you're talking about a move from the so-called notion of deinstitutionalization to non-institutionalization. At the same time, you haven't taken a look at the present services that are available in the community to deal with the notion of deinstitutionalization.

That question must be answered before you move on to this notion of non-institutionalization. Otherwise, we're going to find ourselves in a double whammy because we still haven't learned to cope with the Canadian experience of deinstitutionalization.

Dr. Heseltine: This is why we are talking about leaving the patients who are in the institutions, as you said, and letting them run down by attrition. If they wish to move, that's entirely up to them.

Ms. Copps: I'm not suggesting that you leave them in the institutions. I was just recapping what you said about moving by attrition rather than by deinstitutionalization. I think it would be great to have as many people as possible in the community, but at the same time you've got to assure the support systems.

Dr. Heseltine: That's right.

Ms. Copps: The present support systems that we're spending millions of dollars on are simply not responding to the present needs.

Dr. Heseltine: That's right, and we want those in place before we move anyone. They'll have to be in place to prevent admissions and they'll have to be more in place if people eventually want to move out of the institutions.

Mr. Chairman: Thank you, Ms. Copps.

Mr. Pollock, please keep in mind that Mr. McClellan wants to ask a few questions after you. I know you probably have a long list of questions to ask.

Mr. Pollock: In his statement, the minister mentioned that 20,000 patients were in mental hospitals in 1960 and by 1976 the number was down to 4,600. I take it that was because of the medication that was used. I just wondered whether there was any follow-up on that. How

did that affect these patients physically? Are we curing one problem and causing another? Would you care to comment on that?

Dr. Heseltine: Comment on the use of medication?

Mr. Pollock: Yes.

Dr. Heseltine: Medication is only part of a discharge program. It has been what penicillin was to infectious illnesses. It has allowed patients to move back out into the community.

Part of the problem has been the community support system. Also a major problem is compliance; having the patient continue to take the medication and watching him for side effects. In 99 per cent of the cases, the medication has been excellent and has provided the patient with freedom and a lifestyle he wouldn't have had before.

4:30 p.m.

In a few cases where the patients have disregarded the medication prescriptions or orders, or where they haven't had the proper follow-up, there have been some difficulties. But there have been very few, just as there have been people who are allergic to other medications. In the majority of cases, it has had an excellent and desirable effect.

Mr. Pollock: Only in a few isolated cases?

Dr. Heseltine: I think in a few isolated cases. It makes headlines. It makes a tremendous difference to the patient to be able to get out. The literature in the United States suggests that where deinstitutionalization has been done properly, with the proper support in the community, accommodation and supervision, the patient has the greatest opportunity to return to as close to a normal life as possible.

The whole direction of modern treatment is to try to bring patients as close to a situation in which they're going to live as possible. They have the best chance to return in that way. The best way to train someone to live in the community is not to sit on the ward in the hospital. Even if someone has been in a general hospital for a while, it takes a while to get acclimatized. The culture shock when they go back into the community is a big problem.

Our experience is that the quicker we can return that individual to the community and provide a support system, the better the chance that patient has of being there. This takes us into the area of the levels of accommodation within the community, and the community support.

The fear of the patient and of these group homes in the community is interesting. There

are three groups. Those who are close by learn there is nothing to fear. Those who are at a distance have no fear because it doesn't involve them. It's only the people at the middle distance who really get anxious and upset because they're not close enough to know and they're not far enough away not to be worried. We are finding that it can be a tremendous asset when the community supports them.

There is fellow, Mr. Keskiner, in the United States—I knew him in Montreal—who introduced patients in small groups into small communities and had the community act as, not exactly foster parents, but as supervisors or supporters for them. They took on this group. These people did extremely well. They were integrated into the community and supported.

There is an interesting experiment going on in northern Ontario, where a small hotel has been taken over and some very disturbed patients have been living there. They see this unit as their home. They pump gas for the local gas station and they shovel snow. If they get into trouble, they go back to their unit and someone goes out and helps them.

These people are now living an extremely good lifestyle, which is far removed from what they would live in the ward of a psychiatric hospital. The medication has allowed them to take this step and community support has allowed them to take the next. I think it's very important.

Mr. Pollock: I see on page V.2 that one of your objectives is to have the mechanisms to encourage responsiveness to area needs. Now I hope that applies to the chronic care beds we need in the Bancroft Red Cross Hospital. This would be more of a comment for the minister; keep that in mind.

Hon. Mr. Grossman: I should assure Mr. Pollock, because he has raised this issue with me on several occasions, that those needs are being reviewed by us. Depending upon our funding levels in the next year or two, we may be able to respond to that. I share your concern and appreciate you raising it both here and on other occasions.

Mr. Pollock: I might just point out that the Bancroft area is roughly 60 miles from another area. I say 60 miles because I am right next to Mr. Runciman here and I did not want to mention kilometres. He might take offence to that. Anyway, it would be very inconvenient for relatives and friends of these chronic care victims to have to travel someplace else.

Hon. Mr. Grossman: Yes, I can understand that.

Mr. Pollock: One other thing: as you know, the Bancroft Red Cross Hospital is being changed to a branch of the Belleville General Hospital. I know that one reason for this is that the Red Cross wants to get out of the hospital business, but I am a little concerned. I would like to know why it did not go as a hospital on its own rather than a branch of the Belleville General Hospital.

Hon. Mr. Grossman: We followed this procedure with each of the Red Cross hospitals in the province and we found that it works best to combine the existing administrative and other expertise at a relatively nearby hospital. That has enabled us to co-ordinate services better and to run the most efficient and best health care service for all the people in those circumstances.

We have found no problem with that. As a matter of fact, we are quite delighted with how it has worked.

Mr. Pollock: I am not criticizing, I was just curious to know.

Hon. Mr. Grossman: It seems to have worked out very well.

Mr. Pollock: But there is no mechanism in place for it to ever go on its own?

Hon. Mr. Grossman: Not at present. I think you and your constituents will be very pleased with the new shape of the operation. The consolidation should, in fact, free up additional funds to keep in the community to increase hospital services.

Mr. Chairman: If the committee would allow me to ask a supplementary to Mr. Pollock's question, it will take under one minute. Dr. Heseltine, for the record I am asking a question that I asked you privately.

On the chart on page II.10, the number of female patients in Canadian mental hospitals under one year, 1956 compared to 1976, has changed drastically by comparison to the number of males. The proportion was almost a total switch. In 1956, there were many more females in our hospitals than males. Then there was a dramatic change where there was a greater proportion of males and fewer females.

I just wondered whether the use of drugs for treatment is a reason for this or perhaps, speculatively speaking again, it is a change in the policy or approach. Is it only from treatment that you would have more females remaining at home?

Dr. Heseltine: Mr. Chairman, if you look at figure 7, you will see that in 1956 the females admitted for less than one year to Canadian mental hospitals goes in the age group of 30 to 50. This is the age range of certain types of illnesses. They are more prevalent at that time in the female, and the medication and the types of treatment we have now are most effective in that area.

There is also a change of attitude. I think there is the cultural difference in there as well now; ladies are coping better with their role. Ladies no longer have the vapours and flutter fans. They are in there with everyone else, taking on the assessment and the aggravation we all meet. It is not their role, if you like, to become ill the way sometimes it was in the past.
4:40 p.m.

The medication is the major cause, I think, for this improvement in the admission rates. This was the time that anti-depressives came in and became more effective for what was probably the majority of illnesses of that sex during that period.

Mr. Chairman: In other words, it is the treatment of certain symptoms that were stress-related.

Dr. Heseltine: That is right.

Mr. Chairman: One would think that because of the large percentage of women in the labour force today, even at a level of competition in the corporate sector, there is greater stress now on women than you would have perhaps perceived 20 or 30 years ago. Normally, you would think that physical ailments experienced by females now are similar to many that men had 20 or 30 years ago and that the scale would not be so proportionally different in mental health.

Dr. Heseltine: This is very true. In fact, the ladies are still getting mental illness, but it is a different type of mental illness. They are stress diseases. They are getting ulcers and they are getting eczema. They are getting an increasing number of migraines, and there is an increasing use of alcohol. They are heavy smokers.

They are getting all the illnesses that are associated with stress. It is more equally distributed between the sexes now than it used to be and it is a different type of illness.

Mr. Chairman: But in the case of mental stress they are healthier mentally and emotionally, I guess there are smaller numbers now. Thank you.

Mr. McClellan: I have had a chance actually

to read the report, which always makes it easier to ask questions.

Hon. Mr. Grossman: Mr. McClellan, perhaps you might want us to distribute formally the Whitby report. I think you have a copy.

Mr. McClellan: I have a copy of it, yes.

Hon. Mr. Grossman: If the chairman would not mind, we might just make a statement on the report, Background Paper on the Future Development of Whitby Psychiatric Hospital.

Mr. Chairman: If Mr. McClellan would not mind, if you wanted to make your statement now, he could then proceed. It is a brief statement.

Mr. McClellan: Well, he would actually.

Hon. Mr. Grossman: No. That is on the other vote. I won't distribute that now.

Mr. McClellan: Just as a preliminary question, you have had this report, Background Paper on the Future Development of Whitby Psychiatric Hospital, which was done by Dr. Richman, Dr. Heseltine and Mr. Roberts, since August 1982. It is a very interesting document and, again, I have just had the opportunity to skim-read it.

Which of the four options, since you have had it since August 1982, is the ministry leading towards with respect to the future of Whitby Psychiatric Hospital?

Hon. Mr. Grossman: I am not prepared to indicate which one we are leading to simply because we are waiting to get all the input back in. It has been widely distributed.

Mr. McClellan: It has been widely distributed?

Hon. Mr. Grossman: Yes. You were one of the last to get it.

Mr. McClellan: My nose is not out of joint because I had not received it, but I would expect, as a matter of courtesy, that you might have provided it to members of the assembly who represent the Durham area or represent Scarborough ridings, that is to say, the catchment area of Whitby Psychiatric Hospital.

Hon. Mr. Grossman: I must apologize. It has been generally available; it is not the kind of document one would ordinarily think to table in the Legislature.

Mr. McClellan: We did raise questions with respect to this report in the fall in estimates.

Hon. Mr. Grossman: We thought you had it.

Mr. McClellan: I did not, and I asked for it.

Hon. Mr. Grossman: Our apologies. We

thought you had it. You had been asking questions during the fall session that—

Mr. McClellan: They were based on press reports.

Hon. Mr. Grossman: We thought they were based on this. Our apologies. We thought you had it. It was generally available.

Mr. McClellan: That is a failure to communicate. When I have a report, I usually wave it around.

At any rate, what is the time frame for the selection of the preferred options?

Hon. Mr. Grossman: I think Dr. Suttie can add something in a moment. I would hope that they would be in a position to make some recommendations to me in the next couple of months, after which time, depending on the recommendations, I may be in a position to make some decisions, perhaps towards the end of the summer or early fall.

Mr. McClellan: I do have some questions that I want to raise, just for clarification, about this intramural proposal in the main Heseltine report with respect to the relationships among the provincial mental health centres, the pivotal hospitals and the psychiatric units in general hospitals. Obviously, the course of wisdom is to suspend judgement on the proposal until one has had a chance to study further and to have some discussions with people.

We in the New Democratic Party have argued since the early 1970s that it is absolutely essential to take the pressure off the provincial psychiatric hospitals by expanding the role of the psychiatric units in general hospitals. My predecessor, colleague and friend, Jan Duszta, argued that case from the time of his election until the time of his defeat. It was one of the principal concerns that he brought into the assembly.

Many people have said the same thing. Most recently, I think, Dr. Macpherson, of Toronto Department of Public Health, has argued that the Peat Marwick study was missing the point, or was off the mark, because it had been silent about the problem of pressure on Queen Street and the absolute necessity of relieving that pressure by spreading the burden of care throughout the hospital system to the general hospitals. So we are really interested in any move in that direction. Questions will remain as to what the proper roles are. I just want to try to get some clarification, perhaps from Dr. Heseltine.

Peat Marwick was silent on the role of the rest of the system, but said that Queen Street should

become a tertiary care centre. The concern has been expressed that they were talking about Queen Street becoming a place for long-term chronic patients. I am not sure whether you are saying the same thing; I do not understand the jargon. You are saying that the provincial mental health centres should concentrate on patients who have low prevalence disorders. I need a definition first of what low prevalence disorders are.

Dr. Heseltine: They are rare. We do not have much malaria in Ontario; that sort of disease is low incidence.

Mr. McClellan: Maybe you could explain, perhaps more clearly, what kind of patients would be in the provincial mental health centres. I think I understand that the main responsibility for primary and secondary care within any given catchment area would rest with the pivotal hospital. Is that correct?

Dr. Heseltine: Yes. There is no reason why a psychiatry hospital could not become a mental hospital as well.

Mr. McClellan: Sure. That is what we have been arguing for a long time. What would be the role then of the provincial mental health centres?

Dr. Heseltine: We mentioned it, I am just looking for the page.

Mr. McClellan: It is on VIII.12 and VIII.13 in the report, but I am not sure I understand what you are saying.

Dr. Heseltine: I hope I do.

Mr. McClellan: So do I.

4:50 p.m.

Dr. Heseltine: VIII.12 is the traditional psychiatric role. All we have done is outline what it has been doing in the past.

Mr. McClellan: Right.

Dr. Heseltine: What we are talking about is the limiting of direct service provision to intramural care of patients who require a secure environment. There are some patients who need, as we have mentioned, the attitude of quarantine, the type of patient who needs to have limits set.

Mr. McClellan: Are you talking about voluntary as opposed to involuntary patients in provincial hospitals?

Dr. Heseltine: Yes. For some patients with low-prevalence disorders, you cannot set up a program in a pivotal hospital because there will be an insufficient number of patients there to warrant the special trained staff, the type of

accommodation that may be appropriate in dealing with that particular type of illness. In the natural catchment area of that hospital, there would be sufficient numbers probably to warrant the program in that hospital with, as I said, the appropriately trained staff and housing for it.

The other matter then is the respite beds. This is carried out extremely well in places such as Great Britain where many patients can live and function at home with some support. Occasionally, especially in the elderly, they may become too much for the family who may need some respite; they may need to go on a holiday or whatever.

Mr. McClellan: I understand that.

Dr. Heseltine: It is a bail-out system for a short period of time.

Then there are the special populations, and I think it is self-explanatory there, the type of patient who is long stay.

Mr. McClellan: This is where I am confused and I am trying to understand what the criteria would be for the assignment of a particular patient to Queen Street or, say, to Toronto Western if it becomes a pivotal hospital.

The concern has been expressed, and I will repeat it again today, that the rating of patients has been based on class and ethnicity. If you are a working class immigrant, the chances of ending up in Queen Street are pretty high, and if you are a middle-class, white, Anglo-Saxon your chances of ending up in a private psychiatrist's consultation office are pretty high. There is a kind of determinism that has been operating within the system.

The people have been concerned about the Peat Marwick proposal to crystallize the Queen Street role, or the provincial mental health centre role, as a tertiary care role because of the concern that that will make it a dumping ground for poor people who have mental health problems.

I want to know how patients get rated. You have said that the pivotal hospitals will have long-term stay patients. Are you also saying that the provincial mental health centres will have long-term stay patients? Will they have different kinds of patients and who will decide, who will make those terribly important decisions? Will it be the police, when they pick someone up on Queen Street? What are the rating mechanisms going to be?

Dr. Heseltine: I think that what you will find again is that the role will be different in different areas of the province. They will, in concert with

other units and programs, work out a balanced program, as we have said, and find out what their specific role is in that particular area.

Certainly, with the routing, the idea is to go through the pivotal hospital. The type of institution or program in which an individual ends up depends on the type of illness he has, the prevalence of it, and the length of stay that could be involved with that type of illness. Until now you could not go directly from a psychiatric hospital or from a psychiatric unit in a general hospital to a home for special care, so this was almost an economic sorting out, a filter.

Mr. McClellan: Sure, but the kinds of the people who were in the psychiatric units in the general hospital were not the kinds of people who would be, if I may say, dead-ended into homes for special care. They are a different class.

Dr. Heseltine: Or a different economic group.

Mr. McClellan: Sure, socioeconomic class.

Dr. Heseltine: So this is why we are suggesting that they would be better handled coming out of the general hospital dealing directly with the unit; they do not have to flow through another level. We are talking about the idea of the length of stay then, depending on their illness and the prevalence of that particular type of illness. We are talking about the type of program that is necessary.

We have been very concerned, as I mentioned to Ms. Copps, that while service seemed to be functioning, anything that had to do with education and research was academic and out in left field and not always applicable to what went on in service. We have suggested very strongly that a close tie be developed between the health sciences centre and the particular psychiatric hospital so that special programs could be developed and investigation of low-prevalence disease, which has to be dealt with, could be carried out.

I am thinking of one particular institution now where they are doing a tremendous amount of work in the area of Alzheimer's disease, which is a growing problem and a particularly difficult one. We thought it was not very frequent, but now it is growing in prevalence and we are getting a greater understanding about this. It is being carried out in a provincial psychiatric hospital.

There is a closer tie now between the health sciences and the psychiatric institution, so we are hoping that investigation of these particular illnesses, where the prevalence is high enough

to warrant research and evaluation, should be carried out.

Also, there is the whole area of program delivery of health services to the community. We are conceptualizing the idea of a hospital without walls that up until just recently—

Mr. McClellan: As opposed to the Queen Street Mental Health Centre, which is a hospital without doors.

Dr. Heseltine: The minister has said that as the psychiatric hospital is now, for the first time, the province of the district health council, a direct interest is being taken and the doors are being opened up. Mind you, if you open up the doors to allow people in, they can go both ways, so there is a problem there.

As to the business of specific types of program, before, it sort of filtered out between the idea of neurosis, which went to the general hospital unit, and the psychoses, which seemed to end up in the psychiatric hospital unit. Now, however, I think it will be program-based rather than illness-based, depending on what is required by that particular program.

Mr. McClellan: I have one specific question. Would admissions be centralized at the pivotal hospital?

5 p.m.

Dr. Heseltine: Admissions?

Mr. McClellan: Psychiatric admissions; I suppose involuntary admissions or police admissions.

Dr. Heseltine: The pivotal hospital would be the primary contact. That hospital, as I say, could be a psychiatric unit or it could be a psychiatric hospital.

Mr. McClellan: Sorry, I did not understand that. The provincial mental health centre could be the pivotal hospital?

Dr. Heseltine: It could be in some areas where only that hospital exists. There may not be another psychiatric unit around. This is why we say that in different areas you have to plan and cut the matrix on a different level and come through in an area referral pattern and see what is there.

Mr. McClellan: Yes.

Could I ask the minister, do you really think you are going to get the resources from your cabinet to do the kind of massive expansion of beds in the general hospitals and in the pivotal hospitals that are identified within the general hospital system that would be required in order to make this system operative?

I look simply at the options for the Whitby

Psychiatric Hospital, which are based on this model. Options B and C and the big option D, which I guess is the whole banana, all require substantial increases in the number of general hospital psychiatric beds. I do not know whether you have started to work out the costs in terms of hundreds of millions of dollars.

Hon. Mr. Grossman: I am not sure if you are correct in saying that there will be a need for massive amounts of new dollars.

Mr. McClellan: Just as an example, option B calls for 138 psychiatric beds in general hospitals.

Hon. Mr. Grossman: For Whitby.

Mr. McClellan: Yes. We are just talking about the Whitby model, and that is one out of—how many districts are there?

Hon. Mr. Grossman: Ten.

Mr. McClellan: Ten? There are 138 in option B, 202 in option C, and 268 in option D. Option A is basically a status quo option, as I understand it.

I am just saying that these are the kinds of consequences of adopting the model. It is one thing to take a media bath on a new set of proposals to deal with the crisis in our psychiatric care system, but I am not going to be impressed in the least until I get some understanding of where the resources are, what resources are required, over what period of time, and the likelihood of some operational plan coming, not from Dr. Heseltine, but from you.

I am curious to know what kind of preliminary planning you have done, and what kind of ball-park figures you think we are talking about.

Hon. Mr. Grossman: As I began to say, I was only pointing out that, as I read and understand Dr. Heseltine's recommendations, they did not necessarily imply massive numbers of new beds in public general hospitals, which would, of course, be very costly.

As I understand Dr. Heseltine, he suggested that more community accommodation, better co-ordination and more community-based programs, with better links into the pivotal hospitals, would accomplish a great deal and would indeed be the thrust of his recommendations. That being the case—

Mr. McClellan: That is a whole second set of resource requirements.

Hon. Mr. Grossman: I believe a lot of that can be accomplished in two ways: reorganization of our programs and reorganization of the funding. It is only after we have been able to assess to

what extent that reorganization can occur, and how it is going to occur, that we can deal with the amounts of dollars that are going to be required in order to accomplish it.

I want to put the size of the problem into perspective. It is not a matter of building massive numbers of new beds in public general hospitals. It is a matter of reorganizing the system and reallocating the money within that system.

Having said that, there is no question that whenever you make a change such as this, there is not only going to be some money required to make some physical changes, but I suspect, quite frankly, that there will also be some money required to smooth the way. There are going to be a lot of problems created and a lot of status quo situations upset. It is going to take some extra money to do that as well.

If we look at the Whitby situation, we would still have it on our hands in terms of doing something about Whitby whether we had the Heseltine report or not. Obviously, there is a commitment to do something about Whitby. One of the four options will be implemented, depending on what we decide on the pivotal hospital concept. To sum up, the short answer to your question is that I believe we can move to a version of the pivotal hospital concept and that the necessary funding will be available.

Mr. McClellan: Does that make you nervous, doctor?

Dr. Heseltine: We're pragmatists.

Mr. McClellan: I can't get my finger on it, but it seems to me there is a comment in your report that says, if I can paraphrase it by memory, that it is a mistake to try to pretend that when you move from one system to a brand new system you can assume that you can use the savings from the old system to finance the introduction of the new system. This is something I happen to believe very deeply. We've seen what happened when Dennis Timbrell tried to move from too many active treatment beds and not enough chronic care beds by cutting active treatment beds out of the system and trying to use the savings to install long-term care beds.

Hon. Mr. Grossman: What happened?

Mr. McClellan: Go to any emergency department in the city and you will see what happened. You subtract the number of active treatment beds that have been cut out of the system. Anyway, you're not in a position to agree with that analogy, so I will use another one.

Mr. Kells: If you used that analogy, I don't think he will agree with the next one either.

Mr. McClellan: That is what happened with the program to deinstitutionalize the developmentally handicapped. What I read in Dr. Heseltine's report is that there are initial additional costs. There may be a long-term saving or there may not. One thing we know is there are additional costs as you move from the old system to the new system. You have to have the new system in place before you can phase out the old system.

Government generally tries to phase out the old system first and use the savings to put the new system in place, à la the deinstitutionalization of patients from our mental hospitals into the back street, back alley ghettos of Parkdale, the most terrifying example. I think it is axiomatic. You can disagree with it.

Hon. Mr. Grossman: No, I'm not going to dispute it.

Mr. McClellan: I believe on the basis of experience that there are additional costs. If you're serious about taking the pressure off places like Queen Street, with 4,000 admissions a year, which is a description of bedlam, not of a functioning mental health centre, then you have to have the capacity in the rest of the general hospital system to take psychiatric patients in a substantial volume. That means additional beds.

Hon. Mr. Grossman: I'm not sure Dr. Heseltine agrees that means additional beds in the system. Let's ask him.

Mr. McClellan: It may not in the long run, but what happens in the transitional period?

Hon. Mr. Grossman: Whether the transitional period means additional beds or more community-based programs or workers than might ultimately be needed in the longer term, we don't need to argue today. I want to make it clear that whichever are the implications, whichever are the reasons for additional costs, you are quite right. Changing programs in a dramatic way such as this does entail initial additional costs, even if there is a long-term saving. I agree entirely.

5:10 p.m.

Let me make it clear that there has to be a front-end investment. There can't first be a front-end saving which is then reinvested. There has to be, I believe, a front-end investment. I believe that we will succeed in getting the necessary funding to make that front-end investment.

Mr. McClellan: When are we going to see it? We've got one set of detailed proposals. Let's just take Whitby.

Interjection.

Hon. Mr. Grossman: That's a bell. Thank goodness.

Mr. Chairman: I believe something is happening upstairs.

Hon. Mr. Grossman: Let's keep going.

Mr. Chairman: Mr. Gillies, would you volunteer?

Hon. Mr. Grossman: The New Democratic Party called a quorum call.

Mr. McClellan: The whip doesn't want to know what is going on. We're still in session.

Mr. Chairman: Yes.

Mr. McClellan: Why don't we just focus on Whitby and ask, just so that I can understand, since we have a—

Hon. Mr. Grossman: Aren't you the whip?

Mr. McClellan: Yes. I'm totally irresponsible.

Hon. Mr. Grossman: What's going on?

Mr. McClellan: It's the vote on the Planning Act. Do you know why it's taking place? Because there is nothing in the Planning Act about overriding the power of municipalities to discriminate and to violate human rights with respect to the group homes issue. That's why this vote is taking place.

Hon. Mr. Grossman: As Dr. Heseltine says, you can't legislate people into the community. It says that right here.

Mr. McClellan: But you can legislate them out of the community.

Hon. Mr. Grossman: That's hardly what the Planning Act does.

Mr. McClellan: That is what these discriminatory zoning bylaws do.

Hon. Mr. Grossman: I see.

Mr. McClellan: At any rate, let's take option B. There is a plan to reconstruct the Whitby Psychiatric Hospital so that it has 130 beds. That is a big reduction in the number of beds, but you've got to have 138 psychiatric beds in the general hospitals within the Whitby catchment area. That is 138 new beds, isn't it?

Hon. Mr. Grossman: I don't think so, no.

Mr. McClellan: How many beds are in the catchment area now?

Dr. Suttie: I think the general principle is of redeployment and rationalization on this. I think I would let Dr. Heseltine speak for himself

on this. My understanding of it would be that, all right, that option suggests 138 beds here and X number of beds somewhere else. As I said, that does not necessarily mean that there are X new beds. It's X new use of existing beds. For a theoretical example, you might find two hospitals with a particular unit 30 or 40 per cent utilized. Obviously, district health councils have helped in this process of rationalization, and role studies of various hospitals do tend to concentrate on making goals at individual hospitals compatible and integrated with one another so that you avoid duplication on one point and avoid gaps in others.

I think there is still a degree of potential in the system for such rationalization. It's through that type of process that we would see the possibility of allocation of X number of beds to this. What we are talking about is a 10-year plan.

Mr. McClellan: How many psychiatric beds are there now in the general hospitals within the Whitby catchment area?

Dr. Suttie: I don't have that figure with me. I can get that figure.

Mr. McClellan: I'll bet there aren't 100 of them.

Dr. Suttie: It's probably in the report.

Mr. McClellan: When is the vote?

Hon. Mr. Grossman: They're going to send someone down.

Mr. Chairman: It's nothing serious.

Mr. McClellan: In that case, I move we adjourn for the vote.

Dr. Suttie: We will get that for you.

Mr. McClellan: Yes.

Hon. Mr. Grossman: They are going to let us know.

Mr. Chairman: They'll let us know. There is a bigger handicap on this side.

Mr. McClellan: Is your whip going to let you know? I really have to go.

Hon. Mr. Grossman: Next question.

Mr. Chairman: Mr. Runciman, you're next.

Mr. Runciman: I have one question dealing with the Heseltine report.

Mr. Chairman: Do you just want to change seats and sit on the other side?

Mr. McClellan: Just as long as we have an understanding that you won't exploit the situation.

Hon. Mr. Grossman: Have we ever let you down before?

Interjections.

Mr. Chairman: This is a free for all now.

Mr. Runciman: In Blueprint for Change you mentioned the rationalization of forensic psychiatric services. I'm just wondering what you really mean by that. Rationalization usually means bed reduction.

Dr. Heseltine: No.

Mr. Runciman: What are you talking about when you say rationalization?

Dr. Heseltine: The response to forensic programs is different in different areas of the province. It depends on the local institution. We want to look at the overall program, and indeed see it as an overall program. We have been looking, for instance, at something that goes on in British Columbia, a forensic commission, where it brings together the Attorney General's office, Health, all kinds of other ministries. It is a special subset of psychiatric problems, but it is not medical alone.

One of the problems is that if somebody is found not guilty because of insanity, then he cannot be put in jail. They have to be put in safely-keep institutions, but this is in a psychiatric hospital. This has formed the idea of safely keeping patient philosophies, which is foreign to philosophies in the psychiatric hospitals. So some kind of overall program has to be developed so that there is a concerted or co-ordinated approach to the problem province-wide.

Mr. Runciman: What do you see happening in terms of numbers of forensic beds in the next 10 years in the province? Have you taken a look at that?

Dr. Heseltine: I think that they will not necessarily rise, but I think they have to be more clearly defined in their role specifically. Here again, as I mentioned earlier on, one part of changing the attitude of the population towards the psychiatrically ill patient is to take those that could be, and I have used the word quarantined rather than anything else because it is very similar, to protect the public. You also have to protect the patient himself. The public has to be assured that every reasonable effort has been made to protect them from the untoward behaviour of an individual who is ill.

Mr. Runciman: Is Penetanguishene not faced with a problem of overcrowding now? I have heard that said, whether it is accurate or not.

Dr. Heseltine: It is not really a problem of overcrowding, no. It is a bit isolated and it needs support in programs and evaluation.

Mr. Runciman: Mr. Chairman, can I ask some questions dealing with mental health in a broader sense rather than just simply with this? I would direct this perhaps to the minister. I am just wondering what the future holds for the Brockville Psychiatric Hospital?

Hon. Mr. Grossman: The hospital is currently, I believe, working up the case for more expanded services and perhaps more beds. If that should be the case, we will listen carefully to the proposition as it is put. Our staff will be reviewing it as it is developed. Obviously, any future decisions on expansion of Brockville will be made in the context of any decisions we make during this current year on the question of the pivotal hospital concept.

Under either scenario, the Brockville hospital will remain one of the cornerstones of our delivery of psychiatric services in your particular part of the province. The particular things that occur there may alter a bit, but the importance of it, the shape of it, the numbers of people employed there will all remain the same. That is why we were able to talk earlier with Mr. McClellan about reorganization of all the things in the system, but the size of the operations, particularly ones with an excellent record such as Brockville, will obviously not be dismantled.

Mr. Runciman: What you are saying is there is a possibility for growth, but you do not see any reduction in the future of the services or staff complements and so on?

Hon. Mr. Grossman: That is correct. That is subject to the normal variances within percentage points. I cannot say we are never going to see a drop of some proportion, five per cent or two per cent. It could be an increase of 10 per cent. In the reasonable range of operations, we are not going to see a fundamental change in the size and scope of the employment or the jobs.

5:20 p.m.

Mr. Runciman: One thing that has been mentioned in the area is the possibility of expansion of the catchment area. I know in this report you talk about taking a look at the catchment areas. I would just like to toss this forward for consideration, and I am sure it will be brought forward to you by someone else too, the possibility of including the south Lanark, if not the whole Lanark area, in the catchment area of Brockville Psychiatric Hospital. I think it is a much more appropriate area to be in. I

think presently it is in the Kingston catchment area, but geographically it is more suited to the Brockville area.

Hon. Mr. Grossman: That is under review at the present time.

Mr. Runciman: I have one final question on the community advisory boards you were talking about. I am wondering how they are going to be structured because I have heard some mention made of the fact that the community advisory board for the Brockville hospital will be comprised of four representatives from the Ottawa area, two from Cornwall and two from Brockville. If that is indeed the case, I would like to go on the record as expressing some concern about the fact that if we are having a weighting of membership on that committee in favour, if you will, of the Ottawa area, we would certainly like to see a Brockville area complement on that board at least equal to that of the Ottawa area.

Hon. Mr. Grossman: What has happened is we have requested the district health councils in each area to give us a list of nominees to fill the slots. The breakdown you have suggested is the breakdown of the geographical location of the members suggested to us by the district health council. They are not responding to a ministry decision that it should be broken up into geographic areas, but they are responding for their area with the break-out they think is best. That has not been accepted by us at the present time.

Mr. Runciman: I think there is a genuine concern in my area, and there has been for a number of years now going back probably eight or 10 years, that the hospital is going to close or we are going to lose this facility. We have seen a gradual reduction in staffing and in the number of patients in the facility and so on. Now if we see a number of Ottawa people, the majority, coming in and serving on this board and really dealing with the fate of this hospital, it again creates additional concerns. These people are not going to have, if you will, a vested interest in seeing this facility remain in our area. I just wanted to get that on the record and I hope you will take those considerations into account when you are making that decision.

Hon. Mr. Grossman: Thank you. I certainly will. As I say, that is not a ministry-based decision. I will be reviewing that before we make the appointments and I will certainly consider what you have said. I also assure you that the community advisory boards will not be determining the fate of any hospital, though you

are quite right in indicating that they will have an important influence on certain decisions we make. Ultimately, the decision will lie with the minister, who is not releasing any of his responsibilities to the community advisory boards in that fashion.

I would like to take this opportunity to make it clear that Brockville continues to be one of the keys in our system. I hope any of the concerns that you or your constituents might have I can put to rest with any statement I can. They need not fear a substantial reduction in employment or in role or scope in the Brockville area regardless of who might sit on the community advisory board. I think I can understand your concern with regard to the composition of the community advisory board.

Mr. Sheppard: I know the ministry has some homes for special care out in the country and I am wondering if it is the policy of the minister or of his staff that they would like to have everything moved into urban centres for such reasons as transportation or the workshop being in town or there being more local activities.

I know a few years ago everybody was concerned that they should have the environment out in the rural areas. Now I am getting the distinct feeling that the ministry may be moving them all into the urban areas. I think that is a mistake.

Would you make a comment on that? I want it on the record. That is why I am asking you.

Hon. Mr. Grossman: I would like to state quite clearly that concern is unfounded. As Dr. Heseltine pointed out in his more general remarks, we have seen some great successes in non-urban settings. In point of fact, we are trying to keep people in their own communities, as opposed to having them transferred to other communities and larger institutions. We want to have them live in places which will keep them happy and comfortable. That is clearly what is best for that particular treatment in this area.

That is one of the reasons why we have an array of smaller facilities through the homes for special care program. It has some problems in it, but those problems are not related to the rural location. In many cases, the strongest thing going for the homes is the rural location and the ease and comfort in which particular patients can live and establish themselves to whatever extent they can. So there is no trend in the urban direction for you to be concerned about.

Mr. Sheppard: Mr. Chairman, I have one other question. What about more nursing home

beds in some of the areas? Are you going to increase that or is it on hold at present on account of money?

Hon. Mr. Grossman: We have just about completed the allocation process within the government for this coming year and I am hopeful that we will get some money for more nursing home beds. It is far from clear right now, but we are hoping for the best.

Mr. Kells: From the Ministry of Health's point of view, is there any timetable for the Lakeshore Psychiatric Hospital land? Has that been released to the Ministry of Government Services for sale, or where does that stand exactly?

Hon. Mr. Grossman: That will be in April.

Mr. Kells: Are you going to decide what you will do with the land in April or are you going to release it to the Ministry of Government Services in April?

Hon. Mr. Grossman: It will be released to Government Services in April.

Mr. Kells: April this year or last year?

Hon. Mr. Grossman: This year.

Mr. Kells: Mr. Chairman, this is the new white paper. I think you will find it interesting.

Hon. Mr. Grossman: Why does it have a red cover on it?

Mr. Kells: That is just to throw you off.

Mr. Gillies: I think my colleague is on the warpath. With your permission, Mr. Chairman, I would like to ask about community mental health programs as opposed to institutional. Is that in order on this vote? Thank you.

Mr. Minister, this is the first year—thanks to your co-operation and that of Dr. Suttie—that we will have the program operating in Brant county. As it is new to our community and it is new to me, I wonder if you could give me a very brief overview of what you anticipate.

Hon. Mr. Grossman: Dr. Suttie? Dr. Lynes? Did you hear the question, doctor?

Dr. Lynes: No.

Mr. Gillies: Dr. Lynes, in view of the fact the community mental health program came into Brant county in the last number of months, I am curious if you could tell me what we might expect a typical unit under that program to accomplish in our community. What type of case load will it be working with and what are the parameters within which it will be working? 5:30 p.m.

Dr. Lynes: The program will be required to establish objectives for what it proposes to accomplish in the next two years. During that time, it will be evaluated to determine whether it is meeting those objectives effectively. At the end of that time, it will be considered for possible expansion if it has achieved those objectives successfully.

Mr. Gillies: So the project in Brant county is operating on a pilot basis?

Dr. Lynes: All community health programs are on the same basis.

Mr. Chairman: We are adjourning for a vote. If it is over in five or 10 minutes, I would like you to come back.

The committee recessed at 5:32 p.m.

5:52 p.m.

Mr. Chairman: Between the votes in the House yesterday and today, we have lost 50 minutes of estimates time. Would the committee agree to start at one o'clock tomorrow, instead of two o'clock, so we can get those extra 50 minutes in? Agreed?

Ms. Copps: I will not be here at all tomorrow and I am not sure that Jim McGuigan can be here at one o'clock. Had we known about it earlier, we might have been able to accommodate somebody, but he is not here and I cannot be committed to coming at one o'clock.

Mr. Chairman: These problems are unpredictable, as you know. We did not know we would be interrupted both yesterday and today. We had anticipated that after routine proceedings, we would have completed the estimates by Wednesday, even before the allocated time of six o'clock.

I would appreciate the co-operation of everyone. There is no point in coming back on Monday for 50 minutes.

Ms. Copps: If you are asking for the co-operation of everyone, I cannot make that commitment for our party because I will not be here at all tomorrow and I had understood that the person replacing me should be here as of two o'clock. I cannot make any kind of commitment to an earlier date.

Mr. Chairman: Would it be possible for you to try to speak to someone in caucus to be here at one o'clock? Can you try?

Ms. Copps: No, that is what I am saying; I cannot.

Mr. Gillies: Mr. Chairman, if the committee were to sit tomorrow from two until six, how

much time would be left? Just 15 minutes; is that what you are saying?

Mr. Chairman: No, about 50 minutes.

Mr. Gillies: I do not suppose the opposition parties might agree to cut that in half and sit until 6:30 p.m. or something like that?

Mr. Chairman: It is a question of starting the meeting an hour earlier. I am sure we may have a number of people with questions who will have their answers—

Ms. Copps: I will not be here at all tomorrow, so I cannot make a commitment—

Mr. Chairman: But someone will be here.

Ms. Copps: Someone will be here at the original time that was decided upon. We have been available to go into estimates for two weeks. As of the beginning of last week, we have been available every day.

If you are talking about an extra hour, then I cannot make that commitment. Perhaps if we had talked about it on Monday, we could have done so, but I cannot make a commitment at this point. As you can see, I am the only person here and I can hardly speak for other people. I have to leave right now.

Mr. Gillies: Mr. McClellan indicated that he thought he could wrap up tomorrow. Could we assume, Mr. Chairman, that if the committee sits at two o'clock, that we will try to wrap up tomorrow, even if it entails going into overtime?

Mr. Chairman: Going overtime for about 40 minutes.

Mr. Gillies: Or if questioning is exhausted short of the extra 50 minutes, then why—

Ms. Copps: Do you want me to go and see if I can track Jim McGuigan down now to see if he can come earlier rather than later?

Mr. Chairman: It would be appreciated. Thank you very much Ms. Copps.

Hon. Mr. Grossman: Perhaps I might just table some documents here while Ms. Copps is gone. I have the Galloway report. That will be circulated. While it is being circulated, I will read a short statement into the record.

As members will recall over the past year, a number of members of the House and the public have raised with me the ministry's response to Mr. Justice Horace Krever's recommendations on the confidentiality of health information. In the next few weeks, I will be sharing with hospitals and other health care providers the results of an extensive study which my ministry commissioned to examine the practical implications of Mr. Justice Krever's recommendations.

I thought it would be useful to table the study with this committee so members will be able to respond to questions as the issues are publicly discussed.

The study was carried out by Dr. James Galloway of Hamilton, a physician and hospital administrator, and his report highlights some of the dilemmas we foresee in implementing some of Justice Krever's recommendations.

Members will be aware that approximately half of the Krever recommendations apply to the Ministry of Health and the health care providers covered by our legislation. The balance of the recommendations are shared by a number of other ministries and the co-ordination of the overall government response is happily assigned to my colleague, the Provincial Secretary for Justice (Mr. Sterling).

As you will see from Dr. Galloway's study, the majority of recommendations have broad support and many of them have been or are being implemented where appropriate authority exists. This is particularly true in the area of confidentiality.

There is substantial agreement that individual health information should be kept confidential and that the Krever recommendations toward this end should be implemented. However, there is substantial concern about Krever's other major thrust dealing with the individual's right of access to his or her records.

In his words, Dr. Galloway found a majority support the principle of individual access to information, but most health professionals strongly oppose any right of free access to medical records kept by physicians or hospitals. Dr. Galloway has been led to conclude that implementation of this recommendation could be very counterproductive for reasons he has set out in considerable detail.

Mr. Chairman, I would welcome any views members have that would help me respond to this important issue.

Mr. McClellan: Now that you have checked the Krever report—

Hon. Mr. Grossman: Just assembled the data, Mr. McClellan. Mr. Chairman, I will also give to Mr. McClellan—and will have it for other members of the committee tomorrow—the OHIP premium assistance information.

Mr. Chairman: Thank you, Mr. Minister. Getting back to Dr. Lynes—

Mr. McClellan: And one other piece of data

that was going to be provided: the Queen Street AWOL records?

Hon. Mr. Grossman: I will have that tomorrow.

Mr. McClellan: Wasn't there something else too?

Hon. Mr. Grossman: The nursing home bed numbers.

Mr. Chairman: Dr. Lynes, you were answering questions addressed by Mr. Gillies.

Mr. Gillies: I know we only have about three minutes, but I would think we can cover them in a very few minutes. Basically, I would like to know how many communities the community health program is now operating in.

Dr. Lynes: There are 151 programs of various kinds across the province.

Mr. Gillies: Are they all operating on a pilot basis at this point?

Dr. Lynes: "Pilot project" is an unfortunate term. All of the programs are funded conditional upon them achieving their objectives. That is a way of assuring that we get the value for the dollars invested in terms of results. That is a condition for funding for all of the programs and it lasts about 18 months to two years. If they have achieved their objectives, ongoing status is then granted.

The evaluation is arranged at the beginning and is agreed upon with those people producing the program. The criteria for evaluation are agreed upon in advance and then are applied in the two-year period.

Mr. Gillies: Is the ministry keeping any type of centralized data on the operation of the program? I have a feeling that in my own community the need for such a program probably increases with the deterioration of the economy. The recession or depression, or whatever you want to call it, that we have been in has definitely placed a greater strain on any mental health program or capacity that we can put forward.

I would be very interested to know if the ministry is going to be tracking that at all.

Dr. Lynes: We have an information system line to all the new programs for the evaluation period. We are looking at the same thing. We are interested in that too.

Mr. Gillies: Finally, you commented before the break that if the program realized its objectives and seemed to be effective both in terms of patient care or referrals and cost, then it could be expanded several years hence.

Dr. Lynes: It is eligible for expansion at that point.

Mr. Gillies: Okay, I thank you very much.

Mr. Chairman: Any further questions to be addressed to Dr. Lynes? Thank you, doctor.

Have we resolved the problem of tomorrow?

Ms. Copps: I was unable to find Mr. McGuigan, so I would suggest that we begin at two o'clock tomorrow afternoon and try to get a consensus at that point to go beyond six o'clock.

Mr. Chairman: I have a list of three people who still have questions to ask on the particular vote item. We could start at one o'clock with those questions—

Ms. Copps: With respect, if you are talking about getting a consensus to start at one o'clock, I cannot speak for the people who are not here at this time.

If I were going to be here, it would be no problem. But I am not going to be here. I know Jim McGuigan is going to be here as of two o'clock, but I cannot guarantee he will be here any earlier.

Mr. McClellan: Let us start at two o'clock and we shall see where we go.

Ms. Copps: If you can go on, go on. I looked for him in the House, in the committee room and in his office.

Mr. McClellan: If Ms. Copps does not feel it is absolutely necessary to come back on Monday, the committee agrees to finish tomorrow.

Ms. Copps: Right.

Mr. Chairman: As I say, we are trying to resolve this so the members will not have to come back here on Monday for just 50 minutes.

Ms. Copps: That is 50 minutes, though.

Mr. Chairman: Fifty, yes.

Ms. Copps: Fifty is a little longer, I guess, and I just do not want—

Mr. Chairman: Is it agreed that we will meet tomorrow at two o'clock?

Hon. Mr. Grossman: I just have a question. Is it the intention of the members of the committee to spend the day tomorrow on mental health again, or—

Mr. Chairman: On the second vote?

Mr. McClellan: No, I would like to go back to the second vote, and then, if we have any time, to do the fourth vote.

Mr. Chairman: All right.

Mr. McClellan: We may even pass the third vote.

Ms. Copps: I know Mr. McGuigan is also interested in exploring the issue of nursing homes.

Mr. McClellan: Why do we not agree to start with nursing homes, because that is where I wanted to start too?

Mr. Chairman: So we will start with nursing homes, on vote 3302.

Mr. McClellan: Yes.

Mr. Chairman: Thank you.

The committee adjourned at 6:02 p.m.

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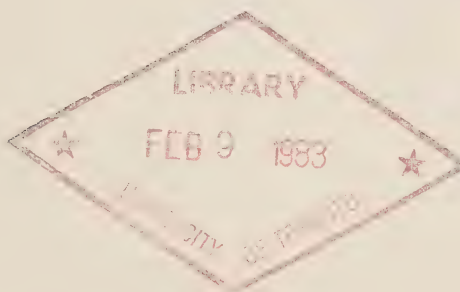


No. S-30

Legislature of Ontario Debates

Official Report (Hansard)

Standing Committee on Social Development
Estimates, Ministry of Health



Second Session, Thirty-Second Parliament
Wednesday, January 26, 1983

Speaker: Honourable John M. Turner
Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Wednesday, January 26, 1983

The committee met at 2:14 p.m. in committee room 2.

ESTIMATES, MINISTRY OF HEALTH (concluded)

On vote 3302, institutional health program:

Mr. Chairman: I think we have a quorum, so I call the committee to order.

We are continuing our deliberations. We had agreed we would focus our attention today on nursing homes. Mr. McClellan, you are the first on the list.

Mr. McClellan: I would appreciate the co-operation of the committee, Mr. Chairman, because I want to take some time this afternoon to deal with a particular case in a particular nursing home. It illustrates so many of the kinds of concerns with which I have been personally obsessed ever since I was elected eight years ago.

I am referring to the death of Yves Soumelidis at the Ark Eden Nursing Home. He died March 4, 1982, at the Toronto General Hospital, following his admission from Ark Eden. Mr. Soumelidis was a 21-year-old, mentally retarded man, who had been in the nursing home for, I believe, eight years. The inquest into his death was concluded last Friday, January 21, 1983. The jury made 17 recommendations.

Before I get to the recommendations, I am going to take the minister and whatever senior staff are here through this case in the hope that we never have another one like it. This young man died under the watchful vigilance of your ministry and the Ministry of Community and Social Services. It is not unfair to say that he was living in conditions that contributed to his death at the nursing home.

At the inquest, Clive Chamberlain and Joe Jacobs from McMaster University testified that the conditions under which that young boy was living contributed to his death. Those conditions were monitored at monthly intervals, from 1980 until the month before he died in March 1982. He died under the noses of inspectors and staff from the two main social service ministries of this government; yours and the Ministry of Community and Social Services.

I want to start from the beginning, because the case illustrates the farcical nature of your nursing home inspection and regulation process, as well as the collapse of the triministry project. Both of these problems have got to be dealt with.

First, the present owner of Ark Eden nursing home took over ownership in the spring of 1980. Prior to that, it had been owned by a Mr. Telfer, who had run it since at least 1974. He sold it to Mr. Bennett in the spring of 1980. He submitted a management package to the Ministry of Health when he applied for the licence to operate this nursing home. At that time, concerns were expressed that Mr. Bennett had no experience in nursing homes or in any other health care, that there was no demonstration of financial stability and that he intended to lower the budget that had been traditional in that home. Third, there were concerns over fire safety. Despite those concerns, he was granted his nursing home licence in April 1980.

The first violations of the Nursing Homes Act were discovered during the first inspection in May 1980. One of the principal violations was that adult-sized retarded residents were being kept in infant cribs. Yves Soumelidis, who was five feet tall, lived in an infant crib for eight years. He was strapped into it. The inspector, in the inspection report of May 1980, identified that as a violation—undersized beds.

My information, as of the date of the inquest last week, is that there are still 18 adult-sized residents who are being strapped into undersized beds in the Ark Eden Nursing Home. I will come back to that.

That was the first reported violation that I am aware of. The home has been inspected every couple of months since the spring of 1980, and the same deficiencies have been noted in every single inspection report. There has been not one single attempt to enforce the penalty section of the Nursing Homes Act or to revoke the licence of the nursing home. In fact, there is no record of any proposed action being discussed until after the inquest was scheduled into the death of Yves Soumelidis.

The next inspection report I am aware of is dated November 1980. This, I believe, is the

result of an inspection that took place in October 1980. Once again, there are insufficient bed sizes, defective nursing equipment, defective records, inadequate drug administration and inadequate nursing standards. What do they mean by inadequate nursing standards? They mean the residents were awakened before six o'clock in the morning and the feeding time was speeded up, compressed, so one shift of staff could do all of the feeding. That is a violation of the Nursing Homes Act regulations. I will come back to that because it contributed to Mr. Soumelidis' death.

In August 1981, a nursing home inspection report noted bed sizes were too small. The violations from November 1980 were not corrected. They were reissued. They also discovered nutrition problems and uncovered food. That is a violation of the act. Meals were served too early and at insufficient intervals.

In order to cut costs, to make sure one shift could do all the work, the patients were being awakened at an ungodly hour in the morning and the feeding was sped up. In August 1981, they found there were no staff in in-service training programs. That is a violation of the act.

I said it involves both ministries. I have the press release here under the signature of Norton, Timbrell and Stephenson on the introduction of the triministry project. They dated the press releases March 6, 1980. It followed upon some work I was doing and the Ontario Association for the Mentally Retarded was doing on the plight of thousands of mentally retarded adults and children who had been incarcerated in nursing homes and homes for special care. That was part of deinstitutionalization. People were moved into nursing homes and homes for special care and forgotten.

The ministry announced improved programs for 2,920 mentally retarded people in nursing homes and homes for special care, starting with the children. They were going to do an individual assessment for all of the children and an individual program for each of the children who were still in homes for special care. Do you know what? Yes Soumelidis was one of those children. He was a client in the triministry project.

On August 7, 1981, his father, John Soumelidis of Mississauga wrote to Les Horne, the chairman of the child advocacy unit of the Ministry of Community and Social Services. I was talking about this unit yesterday in connection with Dr. Heseltine's report. Les Horne, whom I admire and respect enormously, was responsible directly

to the minister for ensuring that difficult cases got dealt with.

Mr. Soumelidis wrote, on the advice of the Ontario Association for the Mentally Retarded, to Les Horne and he said—I will not read the whole letter—"Our primary concern is the safety of our children, which the present management has placed in jeopardy due to the reduction in staff per shift and a lack of sufficient qualified or properly trained personnel to care for the disabled children. To be more specific, we feel that four staff to care for and look after 42 resident children, every one of them severely handicapped, is not only inadequate for a two-storey building, but also criminal in regards to their safety.

"For example, in the event of a fire in the building, a large number of these children would not be saved. Our question is directed to the various branches of the Ministry of Health and the Ministry of Social Services of Ontario who are responsible for the funding and supervision of these facilities."

The boy's father wrote in August 1981: "Do we have to have a tragedy with loss of life before someone from these ministries notices the conditions under which some of these nursing homes operate?" Les Horne did what he was supposed to do and got in touch with Paul Klammer, the director of the nursing homes' inspection service.

He wrote back, but there's a discrepancy in the dates which I don't understand. What I assume is that Mr. Soumelidis spoke to Les Horne first and then followed that phone call up with a letter, and that in July, before the letter was received but after the phone call, Les Horne got in touch with Paul Klammer by memo.

"Re: Ark Eden Home, Stroud. Complaint received from John Soumelidis. Since the change in ownership there has been a substantial staff reduction. He has two children in the home who, with the other children, are exposed to serious fire hazards in his view. The second floor was unattended by staff on his last visit. He and his family have noticed a general deterioration in care. His oldest son has had two admissions to hospital with hypothermia. Staff say he doesn't want to eat, but he eats well in the company of his parents or in hospital. He has a swallowing problem and cannot eat quickly. Central air conditioning has not been operating for the past few visits. Staff say it has been shut off for economy reasons." Mr. Soumelidis' telephone number is identified.

Mr. Horne goes on: "He was directed to call

my office by the Ontario Association for the Mentally Retarded. In the present sensitive conditions of negotiations around the triministry project, programs and standards, etc., I was advised to put the matter into your experienced hands. I would appreciate some feedback."

There is a letter dated August 11, 1981, under the signature of P. M. Klamer, chief of the nursing home inspection service: "The nurse inspector has completed her investigation into your concerns identified in your memo dated July 27, 1981. The nurse inspector interviewed staff members and perused the staff time schedule which the payroll is taken from. It has reflected that adequate staff has been provided to ensure that no nursing unit is left unattended. The staff assured the inspector there was always at least one person in the nursing unit at all times.

"The nurse inspector did an inspection of the nursing personnel care programs and outcomes and concluded that the essential components and care fundamentals of the nursing program are intact, well-established and maintained. Director of nursing and registry staff have demonstrated knowledge and utilization of the nursing process. Further, the inspector contacted Dr. Carter, the advisory physician, who stated resident care had definitely not deteriorated. It is documented in Yves Soumelidis' record that he has been hospitalized twice for hypothermia but the cause is unknown. Dr. Carter confirmed the cause of Yves' hypothermia could not be determined.

"The nursing staff reported to the inspector that both John and Yves refused eating after returning to the nursing home from an outing with the family. The staff considers this as due to the change in food they received while with the family. However, when they are given time, they will eat the chopped diet as ordered by the physician.

"Dr. Carter informed the inspector that the children do not eat well while in the hospital," and it is recognized that they do have poor swallowing co-ordination. Listen to this, Mr. Minister: "The children do have poor swallowing co-ordination and aspiration of food is a concern. The children have to be fed slowly.

"The air conditioning unit has not been operating this summer. The staff did inform the inspector it was for economy reasons. Further, Dr. Carter stated its not functioning was not a major factor and did not think it impaired the children's health in any way. None of the children suffered dehydration. We plan to con-

tinue to monitor this home. We appreciate your bringing these concerns to our attention," etc.

There is not one word of the fact that violations had been identified in this hall, not a peep about the fact that violations had been discovered.

2:30 p.m.

He mentions that children have poor swallowing co-ordination and aspiration of food is a concern; yet his inspector has reported to him that there is a feeding speed-up going on in this place. I am advised, on the basis of evidence from the inquest, that this remark from Mr. Klamer was never communicated to the nursing staff. The nursing staff testified that nobody ever told them that the children have to be fed slowly because they have poor swallowing co-ordination and aspiration of food is a concern.

Yves Soumelidis died from aspiration pneumonia, but nobody ever bothered to tell the staff and Mr. Klamer never bothered to give an honest answer to Les Horne. Mr. Soumelidis, who warned about a tragedy happening in this home, was reassured that everything was all right in August 1981. Dr. Carter, the attending physician, testified at the inquest that he never received any reports from the Ministry of Health with respect to any of these problems.

In the September 1981 nursing home inspection report, problems with nutrition, Yves had lost 13 pounds, according to the nursing home records in a relatively short period of time, so the ministry sent in a nutritionist. The nutritionist noted in her report that the registered nurse, Nurse Wearne, had expressed concern because of the weight loss of a number of patients in this home. So they had weight loss.

We had violations of the act since 1980, and now we have documented weight loss, we have a complaint from the father and a history of unenforced violations of the act. On September 29, 1981, 10 days after the weight loss problem is identified, Mr. Rivera, the Toronto regional supervisor of the inspection branch, writes to Mr. Bennett, the owner of the home, and tells him that a good standard of care is being provided and there are no violations of the Nursing Homes Act or standards at this time.

In cross-examination at the inquest, the natural question was asked of Mr. Klamer and the nursing inspector, Miss McCall, "Why was this letter written when it wasn't true and there is an outstanding history of violations?" Nobody could explain it; they didn't know. They had no explanation at all under oath on the stand.

As of January 27, 1982, the nursing home

inspection report identifies 20 violations of the legislation; this is two months before Yves Soumelidis died. The January report noted: "Room No. 4 on the second floor was very cold. The residents' hands and arms were cold to the touch. There was no thermometer in this room."

Hon. Mr. Grossman: Sorry, what report is that?

Mr. McClellan: January 26, 1982. It is an excerpt from the report of Rosemary McCall, as exhibited as evidence at the inquest.

At the inquest, Nurse Wearne, the registered nurse, explained why this was so. This was so because the owner of the nursing home was keeping the temperature in the nursing home between 65 and 70 degrees Fahrenheit. As of January 19, 1983, two weeks ago, the temperature was still 65 to 70 degrees in the Ark Eden nursing home.

The Ark Eden nursing home didn't have a thermometer that could record temperatures below 35 degrees Celsius, so they didn't take Yves' temperature because their thermometers couldn't go that low. He had already been admitted twice to the hospital for hypothermia. Is it the treatment for hypothermia, according to the Ministry of Health, to keep somebody in a cold room, some new scientific discovery perhaps?

On February 16, 1982, a month before Yves died, Mr. Rivera, the Toronto regional supervisor, writes to Mr. Bennett again and says he is ordered to remedy the violations with respect to nutritional care, standards, annual physical examinations, bed size, in-service programs for staff, plus 10 fire safety violations. I don't have details of the fire safety violations because they were not entered in evidence at the inquest; they were ruled extraneous to the matter before the coroner's jury. All I know is that there were 10. That is not surprising because the concern had been expressed when Bennett was given his licence in the first place.

In December 1982, after the inquest had been set, Mr. Klammer gets around to contemplating prosecution or licence revocation for fire safety violations. He doesn't say anything about the nursing violations or the violations of the other sections of the act and the regulations. There is still no prosecution, there is still no licence revocation, and there is still no proceedings of any kind.

I mentioned that Yves suffered from hypothermia and I mentioned that he died from aspiration pneumonia. I gather that you can't say that there is an absolute correlation between the forced feeding and the aspiration pneumo-

nia. I can't say that there is an absolute correlation with the hypothermia. The fact is that Yves was admitted to hospital on February 25, 1982, and after he was warmed up—I gather that his body was so cold that even the hospital couldn't record his temperature—his body temperature was recorded at 92 degrees Fahrenheit.

Again, the coroner's jury did not say that he died from hypothermia. They did not say that and I am not saying that, but I am saying that it is a matter of fact that the hypothermia condition existed for almost one full month prior to his admission to hospital, because on February 2, 1982, the nursing home records record that his temperature was too low to be read on their thermometer. So from February 2 until he was admitted to hospital on February 25, he was in a hypothermic condition and being kept in a cold room. He was seen by Dr. Carter on February 5, 1982. Apparently, it didn't occur to Dr. Carter to take his temperature.

Now as if this isn't enough—I've already made an allusion to the triministry project—Yves Soumelidis was one of the children who was supposed to benefit from this project. He was supposed to be given an individual assessment by a battery of experts. On the basis of the assessment a specialized individual program plan would be designed and extra funds would be made available to make sure that plan was put into place.

Do you know what? It was done. That's the ultimate obscenity of this whole thing. He was assessed. He was given an individual care plan, and the individual care plan was carefully locked away in the files of the Ministry of Community and Social Services. The evidence is that it was never referred to by the doctor, who never saw it. It was never referred to by the nurses, who never saw it. There was no copy of the individual care plan in the nursing home. That is the evidence of the inquest.

As I said, Clive Chamberlain, formerly the senior policy adviser for the Ministry of Community and Social Services, testified at the inquest that the conditions in which this young man was forced to live hastened and contributed to his death. Joe Jacobs from McMaster University said exactly the same thing.

That all happened under your nose and the nose of the Ministry of Community and Social Services, which also has responsibility. I will raise this at another time and in another place for the enforcement of the Child Welfare Act and the provisions against child neglect and, I would argue, child abuse.

We have asked you for as long as I can remember to open up your nursing home inspection processes to the light of public scrutiny. All of your predecessors have refused to do this. When you first were appointed minister, David Cooke asked you one of your first questions around this same point, and you said you were going to try to see how you could make the nursing home inspection process more open. I'm paraphrasing, I don't have the text in front of me. You said you were going to see if you couldn't make the reports available after confidential information had been excised. Then you came back and said, "No, we can't do it and we won't do it."

I think you're going to have to do it. You're going to have to find a way to open up this process. I put you on notice that we're not going to tolerate this situation any longer. If we have to do our own inspections, we'll do them, but we're not going to tolerate this situation any longer.

You're going to have to provide essential consumer protection to the families and the residents of the private sector nursing homes and homes for special care in this province. You're going to have to find a way to make sure that every single violation becomes a matter of public knowledge for the protection of the residents and families of nursing homes and homes for special care. People have an absolute right to this information.

If I put one of my relatives or you put one of your relatives into a nursing home, you have a right as a citizen to be assured that the Ministry of Health is inspecting that nursing home and enforcing the standards of the act and the regulations. You have a right to know when and why and on what occasion and how many times and precisely and specifically any and all details of violations. You have an obligation to make that information available to people. You have an obligation to stop covering it up, the way Klammer covered it up in his letter to Les Horne. As the minister, you are responsible for what goes on in there. Even if you don't know about it, you're responsible.

I would think, as well, you should publish a registry of nursing homes, the way we publish the directory of opted-in and opted-out doctors. You could publish a registry of nursing homes with their compliance record. I think people have a right to have information about each and every violation, the way John Soumelidis, the father of this young boy had asked for the information a year before his son died. In

addition to that, there should be a regular publication that indicates the record of each and every nursing home.

What has happened to the triministry project? You are one of the participants in the triministry project, though you are not the lead ministry. How on earth did this excellent project become a complete sham, a complete farce?

Finally, what disciplinary action do you intend to take? You have had in this one case a complete flouting of your own statutes by the owner of the nursing home and, I would suggest to you, by your own staff. You have a serious problem in your nursing home inspection branch.

The coroner's jury has made a number of important recommendations. Many of them go to the specific details of this case with respect to nutrition and with respect to the monitoring of temperatures. Coroner's juries are always so polite. "Overall inspection was found to be adequate but the follow-up in the direct safety and wellbeing of the patients should be corrected." What an understatement.

"All inspections should be unannounced." How many times have we been assured that inspections are unannounced? Why does a coroner's jury in January 1983 have to recommend that inspections of a home that has a list of 20 violations of the act, including fire safety violations, should be unannounced? Do you still announce your nursing home inspections? That is what the coroner's jury was led to believe. Feeding—anyway, you can study the coroner's verdict.

I raise this case to put you on notice that this now is a priority issue, a priority area, in a new kind of way. I still want to know why the neglect and abuse provisions of the Child Welfare Act were not invoked by professionals who observed the conditions in that home and ignored their professional obligation under the Child Welfare Act, which this committee wrote, to report cases forthwith to the proper authorities.

I want to know why your nursing home inspection branch ignored the Nursing Homes Act and regulations consistently, flagrantly and with tragic consequences from the spring of 1980 until March 6, 1982, and, in fact, if my information is correct, until January 26, 1983, for I am advised that there are still 18 residents at the Ark Eden nursing home who are in undersized beds and that as of last week, at the time of the inquest, the temperature was still 65 degrees.

2:50 p.m.

Hon. Mr. Grossman: Let me begin by trying to deal with the problem in a general way. Let me say that I believe the overall nursing home system is a good one, providing an extraordinary amount of beds and accommodation at a very reasonable cost to both the taxpayers and to the residents. It is a large system, and in the approximately 340 homes there is no question but that we are going to have some problems. That is why we have an inspection branch and that is why they make inspections.

Just to correct an impression—I do not understand how it got out there—the inspections are unannounced.

Mr. McClellan: I was just reading from the coroner's verdict.

Hon. Mr. Grossman: I understand. I believe that impression may come from the fact that when there is an inspection that turns up some violations, the home is told that the inspector will be back in two weeks or four weeks to make sure the deficiency has been dealt with. When the callback comes it is not announced, i.e., he does not call three days before and say he will be back this Thursday, but the nursing home would know that they have three weeks and that in the third week the inspector does come back.

To the extent that that can be called an announced visit, I do not know how to solve that problem, because you would not have us go back later than three weeks if we said we will be back in three weeks. That is giving them too much time. Obviously, if we go back in less than three weeks, the operator can just say, "You said I had three weeks."

This is simply to indicate two points. The first is that I believe overall the system is a strong one, with almost all operators being good operators, with few if any violations. However, the second point is that, of course, there are going to be problems in a system that size. You would not advocate reducing the size of the system. You would change the nature of it, but not the size of it. I suggest that with regard to who is operating them, what mechanism we selected, with that number of homes and that number of beds a large inspection force is going to be needed and one with severe powers to act when violations are turned up.

Another point I should like to make is that inspections, even with a large and very tough inspection branch, are not going to succeed in every case. Juxtaposed against the evidence at the coroner's inquest we have the reality that there are—for example, I will take just one part of it, temperature. The existing regulation requires

that every nursing home be maintained at a minimum of 22.2 degrees Celsius at all times. There is a regulation in place on temperature.

The inspection branch, after many inspections, reports to me that in five inspections in 1981 they did not find any violations with regard to room temperature. In January 1982 it was observed, as you recited, that one of the rooms was cool. At that time, the nursing home undertook to raise that temperature, correct that deficiency, and subsequent inspections revealed no problem with room temperature.

Mr. McClellan: That contradicts the testimony of the director of nursing of the nursing home, just for your information.

Hon. Mr. Grossman: I understand that. The point I was making is that we have contradictory evidence here.

I wish to make only this point, that with a good, strong, efficient inspection team it is conceivable, since they are not there all the time, that violations could be occurring and not be picked up by an inspection team which is not there every day of the year.

I am not saying that is the circumstance in this particular case, but obviously if an operator wants to flout the law he can operate around the inspections—not forever, because sooner or later one of the unannounced random inspections is going to get that operator. But in the period of a year or two, presuming that the inspection may catch you on one of those occasions in one of these violations, you can remedy that violation for a period of months and then, if you want to, skirt around and be devious enough to get away with it for another period of months because our inspectors, quite frankly and honestly, are not there every month.

Mr. McClellan: Can I just backtrack? You have inspection reports subsequent to January 1982 that indicate the temperature is okay. Is that what you are saying?

Hon. Mr. Grossman: Yes, that's what I am told.

Mr. McClellan: Despite the fact that Nurse Wearne testified in January 1983 that the situation had not been fixed?

Hon. Mr. Grossman: I am not denying the contradiction.

I guess I would like to make two general points on this. I think you were very careful in your remarks not to allege that there was any causal or provable connection between some of this and the very sad death. I just wish to emphasize that.

The other point I would like to make is that—

Mr. McClellan: There is a relationship, just so you understand. The evidence at the inquest is that there is a relationship between the conditions at this home and the death of the young boy, and that is the evidence of Chamberlain and Jacobs.

Hon. Mr. Grossman: There was that evidence at the inquest.

Mr. McClellan: "hastened and contributed to."

Hon. Mr. Grossman: I only wish to clarify that that was the evidence of two people on the stand. It was their opinion that they were factors. I am not saying anything other than, as I understand it, there is no finding, and I do not think you made the allegation that there was a provable causal connection between those circumstances and the death.

The other point I should like to make is that some elements of what you were saying related to medical decisions and medical judgements made along the way by various physicians. I believe at the inquest one of the physicians who examined Yves on his last admission said that there was no evidence of inadequate nursing care.

Mr. McClellan: Which physician was this?

Hon. Mr. Grossman: Dr. Hunter. Some of the decisions with regard to how he was treated and the responsibility for making recommendations as to how his treatment should be handled in the home were obviously the subject matter of medical judgement from those physicians who were attending him.

Just to round out the scenario I should tell you that Yves' father wrote to the ministry, I am told, four months before the boy's sad death, thanking the ministry for the care that Yves was getting and thanking us for the attention he was getting at this particular home. All that does not do much, save to round out the record a bit.

Mr. McClellan: Let me just make one comment so you are absolutely clear on what I am saying. What I am saying is that the conditions this young man was forced to live in hastened and contributed to his death and those conditions were caused by the failure of two ministries to enforce their statutes. The failure to enforce provincial laws hastened and contributed to the death of Yves Soumelidis.

Just so we are clear, I am choosing my words very carefully as you have accurately said.

Hon. Mr. Grossman: On the question of nursing home reports, let me only say in the discussion I had—and I think the record will

bear me out; if not, I apologize for the inaccuracy, but I am confident the record will bear this out—your colleague asked me for nursing home reports in respect of perhaps two nursing homes. I indicated that I certainly did not have any philosophical objection to releasing nursing home reports so long as we could find an adequate way to do that.

3 p.m.

With regard to the nursing home in question, we didn't find it was possible to release the report without making it meaningless through deletions needed to protect the confidentiality of the medical records and conditions of the patients in the nursing home.

That should not be taken to indicate, as I think you implied in your remarks, that I got back and said, "We will not do it as a matter of policy." In the extreme circumstances of the last few months, my people may have been cranking up the enforcement in the inspection branch, but have applied their efforts to onsite inspections as opposed to the difficult task involved in figuring out just how we might release those reports.

I wish to make it clear, however, that our goal is to make information available, particularly with regard to violations. I think that is a fair request that you and others have made. It is my intention, at the very least, to find a way to make public those violations which are important to those who have family members in nursing homes or going into nursing homes. I should just like to correct the record in that I am not trying to cloak anything in a veil of secrecy. In fact, my staff is working hard in precisely the opposite direction so you will have information available.

Let me finally make it very clear that I've been appalled by the circumstances in this case. The situation is totally intolerable. At present, there is a situation where some of the evidence at the inquest appears to contradict some of that in the files and in the inspection branch reports, and we are determined to get to the bottom of that contradiction.

It may be impossible. You just may have two people with directly differing opinions. It is obviously an intolerable situation. A number of things were happening there. You have people in authority in the home who were prepared to swear under oath with regard to those circumstances; yet those are not totally reflected in the reports on file in my ministry.

I have long ago determined that we needed to review our procedures in the inspections branch. As a result, there has already been some reorga-

nization in that branch. We are very carefully reviewing the follow-up procedures: how we follow up, how quickly we do so, whether some of the time given to the operators to remedy certain deficiencies is too long and whether we are proceeding harshly enough and quickly enough with the full force of the legislation against those operators who are in violation.

I might also tell you that I have some concerns with regard to the adequacy of the legislation, in terms of our ability to proceed quickly and with some finality, through the procedures and perhaps through the courts, as some operators have taken it, at least to satisfy my demands that these situations are not be tolerated.

Over the past four years I think we have closed 60 or 70 homes. However, to the extent that there is even one of these circumstances obtaining anywhere in the province, it is absolutely unacceptable. We've got a full and complete investigation on follow-up in all cases in all nursing homes, both with regard to our procedures across the board and with regard to each specific nursing home.

There are other nursing homes about which I maintain concern. This is one of them. That is why the file, which I hope to have over here this afternoon, is still in the hands of our legal branch, emanating out of the very concerns you have raised as we were reviewing it. I want to undertake to all members of this committee that the changes we have made in the inspection branch, be it personnel or procedure, are just the beginning of our revamping of those procedures.

To sum up the situation—without getting into the details of whether any particular allegation or particular statement in this tragic case is accurate or not—it is quite clear that we have some problems which must be dealt with. We have to review all of our procedures—and are reviewing them—to make sure that patients in any circumstances and in any nursing home are not living in improper conditions. I might say that, be they in violation of the regulations by the letter or in spirit, they are not going to be tolerated.

I cannot add very much more. The situation is as appalling to me as I am sure it is to other members of the committee. I'm not referring to anything other than my concern over this particular situation. Again, the evidence is under careful scrutiny by the ministry right now.

I can't say to the member, nor to anyone else, that all of the evidence and conclusions have necessarily been accepted, but there is clearly

enough here to cause us to be very concerned. With regard to this particular nursing home and the inspection branch procedures, valid and appropriate steps are being taken expeditiously.

Mr. Chairman: Thank you. Mr. McClellan, do you have anything else to ask on this particular case?

Mr. McClellan: I've raised it, and we shall see what the response is. I just want to make a couple of short comments. First, with respect to the current status of the patients in the Ark Eden nursing home, I would like the minister to report back. I think it would be appropriate to make a statement to the Legislature with respect to their status as of January 1983. Is my information correct, that there are still 18 residents in undersized beds, that the temperature is still too low? Have the feeding procedures been changed, or are the patients still being woken up at 6 a.m. and fast fed? What about the other violations? What about the fire safety violations?

I am glad of the publicity the inquest has had. In the seriousness of the case, there is an obligation on you to report back to us as to when all of these defects are remedied, if they have been remedied. My information is that they still have not. I hope I'm wrong.

I have just one other point, and that is that none of this would have ever come to light in the normal course of events if it hadn't been for the Advocacy Resource Centre for the Handicapped which insisted that a coroner's inquest be held.

I want to tell you that the first coroner who was approached to call an inquest, a Dr. Hicks, said: "Ark Eden is a clean pleasant nursing home. The staff are dedicated people working on an extremely difficult task, certainly not overpaid. I find absolutely no evidence of anything requiring an inquest" and earlier on, "patently ridiculous." If it hadn't been for the persistence of the counsel acting for the family, this inquest wouldn't have taken place and these kinds of problems wouldn't have come to light.

I think it's absolutely essential that these kinds of problems, when they exist, do come to light. Otherwise, they won't get cleaned up. One of the reasons why these problems haven't been cleaned up is that it is a secret process.

3:10 p.m.

There is a real relationship between the persistence of unsolved problems and processes that are in-house and clandestine. There is a direct correlation. It may be painful in the short term to expose problems to the light of day—it

hurts to have them come out—but once they're out there they can't hurt you any more. The task then is to solve them within a co-operative enterprise, not to expend energy in trying to expose, dig, reveal and uncover. What I'm telling the ministry is that it does not have anything to be afraid of through a process that is open and protects confidentiality.

If it hadn't been for that persistence, the inquest wouldn't have taken place and a little bit more momentum—just a little bit perhaps—towards the solution of some of these problems wouldn't have been there. I think there ought to be a requirement for an almost automatic inquest into deaths in nursing homes and homes for special care. I don't think if there's a serious request from a family that it should be automatically overruled by some underling coroner. Maybe you could look into that. I don't have enough expertise to know what the solution to that is, except I know there's a problem there.

I do expect a report on current conditions at this home. I expect a report on the matter you were silent upon, which is the triministry project. You are not the lead ministry, but you are a party. Somebody has got to explain to me how it is conceivable that the assessment could be done and the individual-care plan prepared and then stuck in somebody's drawer and not implemented. Again, that is the evidence of the inquest. Somebody is answerable for that.

Hon. Mr. Grossman: Mr. Chairman, to respond to Mr. McClellan, might I make it clear that I don't consider that it will—to use his words—hurt to make these things public. It would hurt me a lot more if there were very many more inquests in the sense that this would mean more deaths. If you look over the terms of our determination to deal with these kinds of problems, you will see that a year ago my deputy personally undertook to make sure, even without making this information public, that there was an immediate and forceful crackdown on fire violations then outstanding throughout the system.

As a result of that, I can say that there are hardly any. If there are any fire violations anywhere in the system, they have got to be recent ones. There was an extraordinary crackdown over the past year with new inspectors brought in on a contract basis just to supplement our team of inspectors to get the job done quickly. As a result, I think we took action against 30 homes, and we are now more or less satisfied with it.

There are always some concerns when there

are over 340 homes, but we have done a tremendous job to rectify that situation, thanks to the determination of my deputy and members of the nursing home inspection branch. I just give that as a signal of the determination to wipe out the violations. Might I say that I have absolutely no sympathy for violators.

Operators who are chronic violators or even first-time violators shouldn't be given comfort or aid or protection by this ministry, save and except—I suppose—in that circumstance where there is a minor violation which doesn't really affect patient care and which was accidental or something pretty close to it.

I have no sympathy for the violators. In fact, shortly after I took this job a year ago, when I asked why the reports were not made public, there was no suggestion by my ministry staff that they weren't made public for reasons of protecting the guilty, as it were, or protecting the government, or whatever. It was simply a problem in reorganizing the reports in such a way that we could deal with the confidentiality issue. That is not insurmountable and we will deal with it. It will be dealt with in some way.

On the coroner's question, I will review this with my colleague, the Solicitor General (Mr. G. W. Taylor), although quite frankly, even applying whatever legal background I still remember, I can't say to you that I can see a way in which you can have an automatic inquest. The law does, I think properly, leave it up to the coroner to apply his expertise to a situation. Otherwise, you would have a plethora of inquests or postmortems where they really were not necessary.

The fact that this one initially was not going to be held, if the information you're offering me is correct, causes me some concern. In fact, I happen to know the lawyer involved pretty well and her determination is indeed to be applauded. She is very good at her work and very dedicated.

Finally, may I assure you that you will have a report within two weeks on all aspects with regard to Ark Eden in terms of the current situation.

Mr. McGuigan: I would like to proceed on the same subject but not one with the tragic results that we just heard about. I just want to go over some old ground, not with the object of trying to reverse the decisions that were made, because they are irreversible at present, but to criticize the system. Perhaps between us we can come up with some solutions to help other communities faced with these same situations.

I am speaking about the community of

Ridgetown in my riding, which learned about a year ago that the Barnwell Nursing Home was to be sold and moved to the city of Chatham. There were two aspects of that move that upset local people. One, of course, is the move of their relatives and loved ones to another community. I recognize that not all of the patients in the Ridgetown nursing home or in any nursing home are from the immediate community, because when a bed becomes vacant in any home people will come there from the opposite side of the county or geographical area. So they are not all residents of Ridgetown or any other community, but there are a good number who are.

Beyond that, there does develop a support system among concerned people, individuals operating on their own or service clubs, churches and so on, to get to know these people. They call on them. A lady in Ridgetown called there every week for something like 28 years—a very long time anyway. This lady had made a hobby of it and knew everyone, to some extent. She knew probably some of them very closely. That relationship is broken up and comes to an end when these changes take place.

The other aspect, of course, is a sense of loss that small communities have in losing what they regard as an institution, even an industry. If this were an isolated instance, it wouldn't be perhaps felt as much as it is, but we see a concentration in counties like Kent and Elgin where we have these shopping malls—there is one in Chatham that I think cost \$21 million, a third of it a grant by the provincial government. That attracts shoppers and people to Chatham; the economy of scale in so many operations attracts people there.

3:20 p.m.

In spite of the changes that have taken place in the cost of fuel, it doesn't seem to have slowed down travel from one community to another very much. There is a sort of gravitation towards these larger cities; the population of Chatham is about 45,000, Ridgetown about 3,500.

Following this particular episode, about an eighth of the main business block burned down. While the people are trying valiantly to put that back up, when one looks at the economics of it I would certainly question in my mind whether it will go back up. These are the types of things that are faced by these small communities, so they were quite upset by the loss of the home.

I was called in and did some investigating. I am just going to go over my notes here so I am accurate. I have notes of my telephone conver-

sations; I take notes of all my conversations. On February 9 I spoke to Paul Klamer, the head nursing home inspector. He said that Kent County District Health Council had approved of the sale and the transfer. So then I phoned Peter Dean, who is the secretary-manager of the Kent County District Health Council, and he said that that was correct, but only because the gun was to their heads—and those were the words he used—“Approve or you lose the beds in Kent county.”

Like any person sitting on a health council, faced with that sort of an alternative—“Approve of the sale or the beds are lost to the county”—and knowing that we are always short of nursing home beds—and I acknowledge that if we had a million we would still want one more; there is always a pressure for these—naturally, they approved.

I would make the comment that if I was sitting on one of those boards and was faced with that sort of a decision—and I am not talking about something I haven't performed in the past—I would be very seriously thinking about resigning from a board that gave me that sort of a choice, and I am not giving advice I haven't taken myself.

Dean said that he and Klamer were barely on speaking terms. This is my own thought, but I believe it is hardly a ringing endorsement of moving the beds to Chatham.

On February 10 there was an article in the Ridgetown Dominion, “The Kent County District Health Council's role in provincial matters like these is only to make comment.” That is Mr. Dean speaking. “Mr. Dean said that the council was not in favour of the Barnwell beds being moved to Chatham. In a letter to the Ministry of Health, Mr. Dean pointed out that the Barnwell Nursing Home is the only facility of its kind in Ridgetown, and any change would be a great detriment to the community.”

On February 25 the London Free Press had an article. “Dean said members of the health council were unanimous in agreeing that east Kent is not well served with nursing home facilities and made that known to the ministry.

“He advised Ridgetown to come up with someone who could outbid other nursing home operators and locate a new nursing home facility in the town. He added it is likely that council would designate it as a high priority area, requiring the services.”

On March 25 the minister wrote a letter and the operative paragraph is: “In this instance we are advised that the Kent County District Health

Council had no objection to the proposed relocation. Given that the proposed purchaser is acceptable to the ministry, we therefore have no grounds on which to refuse the proposed sale."

On April 1 I wrote to you, outlining the above sequence of events. Obviously, there is some breakdown of communication or understanding, or someone is not telling the truth. I don't know who it is, of course, but there is something seriously wrong there. I think you should investigate and give us an answer.

I will relate another event that happened. One of the Kent County District Health Council members collared me and started giving me a piece of his mind about my position. I gave him a piece of mine back and then he broke down and said, "This nursing home has been in violation for nine years." That was a year ago; it had been in violation of the act for nine years.

That brings me to the point of certainly questioning and disagreeing with the apparent practice of babying these people along. I know that you were not the minister; you became the minister shortly after these events happened. Apparently, they had been cajoled and babied along to a point when finally enough instances were occurring and enough hell was being raised that you decided the licence has to be sold.

It seems to me, in circumstances like this, the decision would be that the licence is cancelled. Were it cancelled, you would wipe out the value attached to each bed. Beds have various values, I am told, as high as \$25,000. I think, in this instance, it was more in the order of \$9,000 a bed, which for 37 beds comes somewhere around \$300,000. If the licence were cancelled and offered to someone in the local community, then the community itself or the business people in the community would have to make a decision whether or not they thought it was an economically viable opportunity to go ahead or not go ahead.

In the event that no one in the community was willing to take it, or no one would come into the community and take it on, then I do not see how we could quarrel at all with it being moved to a community where it could be taken up.

Certainly, it isn't quite that simple. One of the reasons for these things being attracted to a larger communities is the economy of scale. I suppose you probably could produce studies to determine what the savings were in larger centres. I imagine it is not all saving; there are

probably some instances where you would run into some higher costs.

However, on balance, I would suppose that there would be some net saving which, if you could determine it, would offer another avenue of dealing with these situations. That would be a rate that would vary according to the size of the nursing home and the size of the community or a combination of those.

I think your argument has been that somehow or other a person with, let us say, a 37-bed home hasn't been making enough money as he went along with the program and needs to be rewarded for having stayed with the industry and stayed with the home. This home was certainly well run according to all reports. I don't think there has ever been any question about the level of care with respect to the love and attention that was showered on these people. There may have been—no doubt there was—but certainly they were given the best care they possibly could have been under the circumstances.

3:30 p.m.

Still, it seems inappropriate to me that at the end of it, when a person has been in violation all these years, you give him a reward. That's a somewhat different position than you take with a licence that would be for the right to operate something like a taxi. Taxi licences or trucking company licences trade at large sums. I know there are people who argue either side of that system, but if you accept that it is a valid system, and you really can't get away from the value that is created, then I don't see all that much wrong with passing it along. I do see a conflict when it acts as a sort of reward at the end of the road.

Mr. Chairman: Does this complete your questioning?

Mr. McGuigan: I think I've really covered all the points on that system. I know the minister has said in the House, when I questioned him on this, that it gave him some trouble. He wasn't quite satisfied with the system himself. I know he was new in the job then. I really didn't expect an answer at the time, but I wonder if he has had any chance to sort this out and possibly come up with some solutions to prevent other communities from going through this same trauma.

Hon. Mr. Grossman: Let me say first that the answer is we haven't found a way to deal with this problem which you reflect, to acknowledge now that homes do build up, what shall we call it?—goodwill, reputation, equity in the operation, however you want to categorize it. Ultimately, when they end up going out of

business and selling they surely are, given how they got in and the premise upon which they got in, entitled to some return, to sell their interest, as it were.

You suggest they are entitled to some benefit but something less than a reward. I don't know how to determine that amount. Does the ministry determine an amount? If we had a provincial average it probably would have paid more than the \$9,000 per bed, for example, which you referred to. It seems to me the market out there is always the best determinant of what beds in the Kent-Elgin area are worth to nursing home operators.

The thing that concerns me is the whole question of selling beds, as it were. Yet when you leave the pejorative words out of it, what are we doing? We have people who are operating homes, often for little or no operating profit. They continue to operate because of the value of their property and the value of their operation. The capital value is increasing as the years go by.

Mr. McClellan: What percentage of the operators are operating without any profit?

Hon. Mr. Grossman: Some of them, without a doubt.

Mr. McClellan: Have you done studies to verify that?

Hon. Mr. Grossman: They all have their own private balance sheets.

Mr. McClellan: I assume you don't mean Extencicare, which is bidding on Crown Trust.

Hon. Mr. Grossman: Anyway, let me deal with what Mr. McClellan says. Some operators are making a lot of money, some are making little or no money and some are in receivership because they've lost money. Indeed, my concern over that is reflected in my comments of several months ago where I indicated I think we had to look at more flexible funding formulae because a flat rate across the system puts people in that situation. Some people are going to make a lot of money; some people can't survive.

Most of the people who can't survive are people with older operations that have to upgrade their facilities and those with small units, i.e., 10 to 30 or 40 beds. They are obviously found in smaller communities. That leads me to the point you made about some of these places moving to more urban centres. It would be incorrect to state, as you did, that that saves the ministry money or that there is an economy there.

Mr. McGuigan: It all went to the operator.

Hon. Mr. Grossman: Sorry, it may be to the operator. One of the things I am concerned about is that there may be a trend in that direction to consolidate operations with larger units. We are looking now at how we might perhaps, for example, give a weighting when we award nursing home beds, and there is a call out there to those who are going to maintain or improve existing operations in smaller communities, as opposed to giving a weighting to someone in the same area who is going to consolidate into larger premises near urban centres.

I do think there is an extreme social value to be placed on keeping the nursing homes in smaller, rural centres. We are definitely left with the problem of how to finance them properly in order to reflect the different circumstances.

We try to be fair. To be fair, one of the realities that also has to be looked at are some proposals which unquestionably are able to provide some people larger facilities in more urban centres. Because of the larger facilities, they can begin to justify the cost of putting in some extra people, not nursing types because the nursing staff is in there under the law, but the recreational kinds of things that can be added, building extra rooms for the recreational and physiotherapy kinds of things that go on. Those kinds of things sometimes contribute substantially to the quality of life and sometimes to the quantity of life. We try to get the proper mix between those two.

I would say about the particular one you have referred to, Barnwell, that I wasn't privy, obviously, to the conversation that Mr. Dean had initially with my ministry, but I have spoken to Mr. Dean subsequently about the circumstances. Mr. Dean and the chairman of the district health council have both made it known to me that while they, like you and I, would have preferred there to have been an option to remain in Ridgetown, given the fact there was no option, i.e., no one wanted to run a nursing home at Ridgetown, they were comfortable with and, indeed, approved the movement of the beds within the county. This, as you know, is the ministry rule. They were moved within the county with the approval of the district health council.

With regard to words such as, and I wrote them down, "Approve or you lose the beds from Kent county," it could be that an interpretation such as that was put on the conversation. If, in fact, Mr. Dean or whoever said, "What if we

reject this?" if the answer was: "There are no other alternatives because no one has asked for these beds; no one wants them. There is no other nursing home that can add these beds to its ongoing operation and no one wants to buy that facility and renovate it and no one wants to build a new one," it would be accurate to say the proposed alternative was the only one within Kent county.

The options then, of course, were to stay in that nursing home, which the ministry prohibited because it was not safe, or to move out of the county.

3:40 p.m.

Mr. McGuigan: I will just stop the minister there. I think you can say that, had you offered them to anyone else, put them up to tender in Ridgetown, but not having done that I do not know how you can say that there were no other alternatives.

Hon. Mr. Grossman: That is one of the reasons we go to the district health council, which presumably is somewhat aware of the alternatives. As well, anyone who is in the business and familiar with the business, particularly in smaller communities such as Ridgetown and area, would know that there was a sale possibility.

Indeed, if there is any criticism I am facing here, it is probably the third party saying that the nursing home operators are very good at making money and at finding the best deal. I find it hard in those circumstances, to the extent that is true, to believe that an operator who had been forced by the ministry to sell would not have canvassed each and every possibility in the area. It really is—I never say impossible but—

Mr. McGuigan: It would certainly open it up to the public, though, had they seen an ad in the paper. You are questioning my interpretation, and that is quite all right—

Hon. Mr. Grossman: I am sorry, I am not questioning, I am just indicating that both your understanding and mine could be based, in all fairness, upon the same conversation.

Mr. McGuigan: Apparently, the reporter who put this in the paper got a different meaning. I will just read it again.

"The Kent County District Health Council's role in provincial matters like these is only to make comment. Mr. Dean said that the council is not in favour of the Barnwell beds being moved to Chatham." That is just what it says here. It says he is not in favour of the Barnwell beds being moved to Chatham. "In a letter to

the Ministry of Health, Mr. Dean pointed out that Barnwell Nursing Home is the only facility of its kind in Ridgetown and any change would be a great detriment to the community."

Hon. Mr. Grossman: Mr. McGuigan, I accept the two points you made in the letter: one, that any change would be a great detriment to the community, that is, they lose a nursing home, which is one of the important things in that community; and, two, that Barnwell is the only nursing home in that community. Both of those are accurate.

However, given that the nursing home had fire safety problems, I am sure you would agree with me that there is no excuse, there is no explanation, there is no rationale that one can develop for allowing premises which are unsafe under fire safety regulations to operate.

I know you have always agreed on that. Therefore, we accept those two things, but the unfortunate thing is the health and safety of the patients has to come first. That is what we did. I would have been as happy as you would have been if we had had an alternative in Ridgetown. If the operator had chosen to rebuild, as we obviously preferred and as we invited the operator to do—

Mr. McGuigan: Why would you not make that a province-wide invitation and put it in the *Globe and Mail* or the *Star*? You do not have to put it in the *Sun* because there are not enough readers there of the *Sun*. If you put it in those two—

Hon. Mr. Grossman: TV ads.

Mr. McGuigan: —it would be absolutely clear.

Hon. Mr. Grossman: I would only say this. I do not think it would have turned out too much differently. I think what you would have found perhaps is one of the big operators coming in and seeing if he could pick up these beds and then go to two or three other operators in the area and decide to come up with a proposition to build a large new nursing home in Chatham, buying up the licences of two or three people and willing to pay an appropriate price.

Mr. McGuigan: Do you not have the ability to say that it be built in Ridgetown or Chatham or London or whatever?

Hon. Mr. Grossman: What if no one agrees to do that?

Mr. McGuigan: Can you not say that it is for this area?

Hon. Mr. Grossman: Then someone does some calculations and determines that that number of beds in a rebuilt facility, with the current cost of building, is not a viable economic unit.

Mr. McGuigan: I would accept that. The point is it was not done, that is what bothers the local people.

Hon. Mr. Grossman: I understand that and I am not arguing with you really. I am just explaining some of the problems.

I would say that the nursing home industry, if anything, is very well connected. I mean they know each other. There are no secrets. The nursing home association is strong and they can make two or three calls and locate all the realistic opportunities for sale, unless we were talking about going to someone new in the business.

It is not unheard of—and Mr. McClellan was complaining about someone new coming into the business with no experience. In the kind of setting you are in in Ridgeway I am not sure that anyone new would come in or that you would necessarily think that was a positive move.

Mr. McGuigan: I do not either. I certainly would agree that it is a strong association, but it doesn't look good to the people.

Hon. Mr. Grossman: I understand that, I really do. If you have any suggestions over time as to what we can do both about the appearance and the dealing with of some of these real problems, I would be absolutely delighted to hear them.

Mr. McGuigan: I think I have offered all I really have and I think I have offered you some good ones. That is all I have on nursing homes.

Mr. Pollock: In a little change of pace, I have in front of me a clipping from the Toronto Star, December 7. Its headline is, "Health Minister Fails Skin Disease Victims."

It goes on to say, "It appears that the Romanian skin specialist, Pavel Kozak, will not be able to establish a clinic for skin disease victims in the Metro area as long as Larry Grossman remains Health minister." The thing I am questioning, why Metro Toronto? Why does it have to be established in Metro Toronto?

This clipping almost indicates that you are saying it has to be in Metro Toronto, and I question that. I have quite a lengthy report here from the lieutenant colonel who is chief of medicine of the Canadian Forces hospital in Europe, and he states that this clinic in West

Germany is 30 or 40 kilometres outside of Frankfurt. That is what I am questioning. How come it specifies that it has to be in the Metro area?

Hon. Mr. Grossman: I do not know who specified it had to be in Metro. All we had done is say that the Kozak treatment would be available under the terms of a research grant in the hands of the best skin doctors in the province.

Of course, those would be doctors in affiliated teaching hospitals—in this case Sick Children's, Women's College and Toronto General. So to the extent that his treatment is available, it happens to be available in three of the best teaching hospitals in the province, hence Toronto.

That is the only connection I can make with what you are referring to.

Mr. Pollock: Has there been any new developments along this line, any more correspondence with this chemist?

Hon. Mr. Grossman: Mr. Kozak?

Mr. Pollock: Yes.

Hon. Mr. Grossman: Well, Mr. Kozak was in negotiations with us last summer when we flew over two of our people, together with Dr. Ramsay, who is in charge of the research project at the university, to meet with Mr. Kozak. We arranged for a Romanian interpreter so Mr. Kozak would not misunderstand.

3:50 p.m.

A very generous offer was made to Mr. Kozak, under which he would have got, as I recall, \$10,000 a year, plus \$750 a day, to be a consultant to the project in Toronto. Mr. Kozak turned that offer down. We made it quite clear that if he wished to continue discussions, we are open and available to continue.

However, I must tell you that Mr. Kozak wants to open up his own clinic here and essentially sell, under whatever terms—the terms have changed—his services to Ontario patients. You will recall that there have been fund-raising drives in the papers to send people to West Germany to get his treatment there, and you will recall that he charges, I am told, \$10,000 or more for the treatment, and that he requires to be paid in advance—that is, before the treatment begins.

To put that in some perspective, triple-bypass surgery in Toronto costs about \$20,000, so his fee is fairly substantial, I would say, for the kind of treatment that doesn't involve surgery.

If you just contemplate the range of scientific discoveries, if indeed this is one, that are made

every day of the week, when someone discovers something that seems to work, he or she first goes through the process of proving it does work, and then it is made known to all the health care practitioners in the world through magazines, through journals, through textbooks, through courses, whatever, so all patients can benefit—in the case of Canada without additional cost, because we have full insurance coverage; in other cases through paying their physicians their normal rates, such as would be the case in the United States.

Mr. Kozak is one of a small handful of people in the world who, if they have discovered something that is helpful, will only make it available to the sufferers on his or her own terms and conditions; in this case, for a rather extraordinary amount of money. To the extent that he wishes to set up here and charge the full amount of money, be it to the OHIP plan or to our patients directly, it would really run against all the concepts we hold dear in this province in terms of access to health care.

That is the situation. We have been, I think, quite generous in allowing him to come here and work as a consultant to a research project which is investigating his treatment, along with many others.

Mr. McClellan: I have a supplementary if I may. Has he accepted the consultancy?

Hon. Mr. Grossman: No, he hasn't.

Mr. Pollock: Even the chief of medicine of the Canadian Forces hospital in Europe goes on to say in the report that he has very little documentation on his treatments.

Hon. Mr. Grossman: The Kozak treatment is a little unusual in this regard. I understand the situation to be that neither Mr. Kozak nor those who have studied his treatment know just quite why it seems to work. It does seem to work in some cases, but not all. It is yet to be determined whether it gives long-term relief, but it does seem to provide some relief. No one knows what it is about the treatment that works. This may be due to problems with documentation and so on, but no one knows quite why.

Is it one particular salve or cream he is using, or is it the intensity of the treatment, the number of days one does nothing but get treated for it? Is it the particular mixture of treatments or the sequence of treatments? No one quite knows what it is, and that is what perhaps the research project will turn up and crack the mystery as to why people improve and what is it that has

caused that improvement, if they do improve. Lack of documentation may indeed be a problem.

Mr. Pollock: Did he co-operate, in any way, shape or form, with your people when they were over there? Has this been a problem?

Hon. Mr. Grossman: He was not particularly forthcoming when our people were there. We have also made clear to him that, if he wishes to have further discussions, we are available, and he has not pursued that route. Instead, he has tried to convince those patients who appear to have been helped by his process to come back here and take up the case for him.

We have repeated, both to those people and to Mr. Kozak's representatives directly, that my people stand ready to have further discussions, although they do not stand ready to hand over the provincial treasury.

Mr. Pollock: Once again I refer to this report from the chief of medicine of the Canadian Forces hospital in Europe. He indicates that Kozak was reasonably co-operative in talking to him. That is in this report.

Hon. Mr. Grossman: Without getting into criticism in any sense, I can only say Mr. Kozak has been co-operative with some people and not with others. For example, many of the West German physicians to whom my staff spoke when they were over there indicated that they too were having problems in getting some information from Mr. Kozak.

Mr. Pollock: In other words, they were not prepared to recommend him in any way, shape or form then?

Hon. Mr. Grossman: No, they were not.

Mr. Sheppard: I have a supplementary to that, Mr. Chairman. If Mr. Kozak wants to talk, I am sure that he would have to come to this country; your staff wouldn't go over there to discuss it further with him now, would they?

Hon. Mr. Grossman: If there was a prospect of real dialogue, and travel was the only impediment, we would either agree to pay his fare to come over here, if there was evidence that he was serious about talking about a consultant's contract, or my people would go over there.

However, I caution by saying there has to be some real evidence that he is serious this time, and he has to indicate an understanding that any attempt to, in essence, sell his treatment to victims in Ontario, as opposed to making his treatment generally available through the medical profession, as everyone does, is unacceptable. We can't charge ransoms to our victims.

Mr. Sheppard: If there are no more questions on that, I would like to ask the minister a question.

We were talking about nursing home facilities earlier. In regard to inspection, do you have inspectors go in periodically, or do they have a set time, and if so do they notify the nursing homes ahead of time? How many different inspectors would inspect a nursing home over a period of a year?

Hon. Mr. Grossman: At the very minimum, once a year. The inspections are unannounced, save and except in the kind of circumstance I outlined earlier where a violation may be turned up during an inspection and the inspector will give the operator two or three weeks, whatever, to rectify it and then will return.

The inspector will say, "I will be back in three weeks and we expect to have the deficiencies corrected." The inspector goes back in three weeks and the operator obviously knows that some time in the third week the inspector is going to be back.

Mr. Sheppard: If, for instance, someone was building a new facility and they were supposed to fix up the older one and they didn't, how lenient are the inspectors with them? I suppose it depends on the particular case.

Hon. Mr. Grossman: Yes. We have tried to be reasonable in the circumstances.

For example, if you have a good operator who has been required by us to look after some deficiencies which involve new construction, and provided the construction is undertaken right away and that any steps that can be taken to ensure the safety of the residents are taken, then some leniency will be given.

For instance, we may have problems relating to exits from the second floor and require that a new facility be built, or that there be expansion of the first floor, or that a new exit be built on the second floor with a fire escape—that sort of thing. If the operator is able to reduce the numbers of people on the second floor by moving some down to the first floor temporarily, that is the kind of circumstance where they have taken steps to ensure safety while the construction is going on.

4 p.m.

Those sorts of things are only fair and reasonable because it is always a bit of a trauma to patients to move them—in the case of Ridgeway, it could be 10 or 15 or 20 miles within the county—to another location, and then have them move back when the place is finally

rebuilt. So it is an attempt to be reasonable in the circumstances without in any way threatening the ongoing safety of the patients.

Having said that, may I also say, as I indicated earlier, that a year ago we really did get substantially tougher in the kinds of conditions we put on those places, particularly in the area of fire safety. As a result, action was taken on about 30 homes—very strong, definitive action—resulting in a great number of them being sold and a number of them being replaced entirely.

So I must tell you quite directly that there is not much leniency. There is an attempt to be reasonable in the circumstances, if we are comfortable that safety is really being looked after and there is no risk.

Mr. Sheppard: When a nursing home changes hands from one proprietor to another, what do you look at if someone buys it and has no experience? Do you look at the competent staff they have in the nursing home?

Hon. Mr. Grossman: They have to put forward a management package.

Mr. Sheppard: What kind of a management package?

Mr. McClellan: What goes into that? I would be interested in knowing that.

Hon. Mr. Grossman: There is literally a checklist, management being one of the items; the experience of the operators is another; the kind of physical premises they have; the record they have, if they have been operating another nursing home or if they seek to expand the nursing home; their financial stability and capability to keep running the premises; the kinds of employees they propose to hire and who they are; all of those things are weighed and measured.

If it is a new bid, in bidding for nursing homes in a particular area, the location becomes a factor, in which part of the county are they located and what is in the community. Another factor would be what kind of ancillary services is the nursing home able to provide, any recreational facilities, and are they going to be able to get volunteer workers into the home.

Those are the kinds of things that are all measured in that request. I will have Dr. Dyer explain the management package to you. I have outlined a lot of the criteria on the specific question of the management package. He can outline it.

Dr. Dyer: In a new operation, experience is a prime factor, not just the experience of the operator, but the experience of the staff which that operator uses in managing the home. That

is examined by staff, by a group, a committee that examines the applicant for the licence, that along with a lot of other things.

Obviously, the record of any previous administration in terms of any complaints is looked at very critically. If the individual has no experience in operating a nursing home, then other matters are looked at. If he wins the licence, then an assistant will be sent in with that individual to watch him for at least six months when he opens the home.

So we are very critical about individuals who—

Mr. McClellan: When was that policy of sending in an assistant instituted?

Dr. Dyer: I do not know the date exactly, but I can get you that.

Mr. McClellan: Was it recently?

Dr. Dyer: It has been going for many years. The assistant can take the place of someone we would appoint, or they can hire a management consultant who has experience in that.

Mr. McClellan: Maybe when the minister reports on Ark Eden he could tell us who was the assistant sent in to advise Mr. Bennett when he took over in April 1980.

Hon. Mr. Grossman: Yes, sure. We will make a note of it.

Mr. Sheppard: Do you have a registered nurse with so many patients and then so many registered nursing assistants to work with them?

Hon. Mr. Grossman: All of that is specified in the legislation to ensure that there is at least 1.5 hours of nursing care per day per patient. You will find that in our inspection rules.

Mr. Sheppard: Are you going to find any funding in the budget to have some more nursing bed facilities across the province? I am thinking now of Northumberland.

Hon. Mr. Grossman: We are currently awaiting the decision of Management Board and the Treasurer (Mr. F. S. Miller) with regard to allocations for next year. Obviously, you well know that I sense a need for more nursing home beds. The question that has to be determined is whether or not we shall be able to satisfy much of that need this coming year.

Mr. Sheppard: I should just like to put on the record that we could do with a few extra beds in Northumberland, you know.

Hon. Mr. Grossman: Yes. You have assured me of that on many occasions and have spoken to me about that.

Mr. Chairman: Are you still on nursing homes, Mr. McClellan? The reason I ask is that all members of the committee have some interest in the questions we are tempted to ask, related to our own constituencies and other things. If, as members of the committee, I have your permission to ask one or two questions while being in this seat, I should appreciate it.

Mr. McClellan: I do not have too much more.

Mr. Chairman: If you continue now on nursing homes, I can certainly wait.

Mr. McClellan: Why don't you go ahead?

Mr. Chairman: Is that all right? It is related to what Mr. Sheppard said.

Apparently there are approximately 13,000 nursing home beds in homes for the aged, if I am correct. I think I found it somewhere in the statistics. These are nursing home beds located in homes for the aged.

According to the demographic changes which you have so clearly pointed out in your statement, we will see, I think, a 58 per cent increase by the year 2001. There is obviously a lot of pressure now from operators of homes for the aged, and those who are building new homes, to look at either adding a nursing home section or expanding them or including nursing home beds within their operation.

I see, in my constituency, Copernicus Lodge, which is a community-operated home for the aged, having the addition of a nursing home now. There is a new home for the aged being built by the Lithuanian community; they are not private operators, not the professional extended care type of people. They are not experienced from the point of view of criteria. They are nonprofit charitable organizations, one of the many 15 or 16 ethnocultural community type of operations we have in the province. The Mon Sheong foundation is a very prominent one in the minister's own community.

What they see, because of the demographic change, is a need to provide nursing home care adjacent to or as part of that facility. This particular Lithuanian community, which is building a home, has approached me with a request. They say: "We have the capital and we will build it. The money is there, the willingness is there, and the professional staff will be there. We should like to build it. It will be ready in 10 or 12 months, but is there some assurance we can have that at least 50 per cent of these nursing home beds will be occupied so that the capital we put in will have some form of guarantee?"

4:10 p.m.

I just wondered: is there any form of guarantee that your ministry can give to an organization which operates a home for the aged, or is building one, with the anticipation of having a nursing home operation as part of it or adjacent to it?

Hon. Mr. Grossman: We obviously can only give assurances in the sense that we get a yearly allocation of beds. I hope we will have some this year. Right now we are filling 100 beds for Metro, and the tender call is out. That closes in a couple of weeks. That went out on December 6 or December 8, and they should bid on a portion of those 100 beds. That is the first thing that should be done.

Second, as we have needs in Metropolitan Toronto, I expect that every year we do get more nursing home beds there will be a fairly substantial allocation for Metro, so lack of success this year should not be meant to be a forever decision. There will likely be more in the years to come.

Third, in terms of building for the future, if all the beds were built now, they would almost certainly be occupied in the senior citizen category if not as nursing home beds. In other words, it is not as though, as you probably know, they would be sitting with unused beds. They would certainly be able to use them for other things, if not as nursing home beds right from the top, and then be able to switch them to nursing home beds if, as and when they were successful in bidding for some beds.

Fourth, they should be heartened in terms of their opportunity to get some beds to know that the kind of integrated complex you are talking about is the kind that is given some special consideration by us when it comes time to make those awards. Those places that offer a continuum of care, be it a nursing home associated with a senior citizens' home, a home for the aged, or be it a nursing home perhaps associated with a public general hospital to provide that continuum with the hospital, are the kinds of things that we will be giving some special consideration to as opposed to standard nursing home facilities.

One good example is what is happening in Northwestern Hospital, which is now building what will be at least the start of a facility so that it will have an acute care hospital. On site also it will have a nursing home and, as part of the nursing home, on one side there will be essentially senior citizens' accommodation, apartment accommodation with common services throughout. If you are an acute care patient or

an extended care patient or if you are just living in the apartment premises, you have a pretty comprehensive complex without the dislocation when you have to make health status changes. Those are the kinds of things that are getting special consideration from us.

Mr. Chairman: In the criteria for building homes for the aged, the Ministry of Community and Social Services and Mr. Lawrence Crawford, who heads the secretariat for the senior citizens, have always accepted the criteria of exclusivity along religious or ethnocultural lines. It is my understanding that it is quite acceptable to have a home for the aged run by a particular community with the majority of the residents drawn from a particular community, but it would be my understanding that a nursing home addition could not rely on that exclusivity. It would have to serve the community at large.

That is something I did stress to the representatives of that home. Is that a policy?

Hon. Mr. Grossman: The act precludes that kind of exclusivity, though I think in practical terms if it was so closely associated I suspect it would work out so that group would end up using most of the beds. But I should make it clear there is no assurance of that, nor would we be able or willing to assist them in any way in ensuring that.

Mr. Chairman: So you expect these people to come and bid for those 100-odd beds that may be available?

Hon. Mr. Grossman: Yes.

Mr. Chairman: In order to bid you must have the entire operation already pretty well in place?

Hon. Mr. Grossman: No. I haven't seen a list but I suspect we will be getting proposals from a number of people proposing to build.

Mr. Chairman: So you don't have to have a detailed architectural description of the building and the operation?

Hon. Mr. Grossman: No.

Mr. McClellan: You said there are 100-some beds for what period, what fiscal year?

Hon. Mr. Grossman: The 1982-83 award, that was last year; there is a total of 100 beds.

Mr. McClellan: You haven't set your targets for—1982-83 isn't last year.

Hon. Mr. Grossman: It's the current fiscal year. The tenders are out for 1982-83.

Mr. McClellan: But are you optimistic of an adequate number for 1983-84?

Hon. Mr. Grossman: Yes, I am.

Mr. McClellan: I hope I don't have to add this to the list of unkept promises.

Hon. Mr. Grossman: I am glad you mentioned that. Just to show Mr. McClellan that we keep all our promises, I have the information he requested earlier on in the estimates which indicates the whereabouts of the 302 beds awarded to Metropolitan Toronto in 1980-81.

Mr. McClellan: Are you going to table that?

Hon. Mr. Grossman: Yes.

Mr. Sheppard: The minister said he was going to advertise 100 beds in the Metropolitan area. What about the rest of the province? Have you any figures?

Hon. Mr. Grossman: There were 500 for the province. I'm talking about the current fiscal year. Metro got 100. Niagara got 60. I think Ottawa got 55 or 60 and then the rest were in smaller units. I have accounted for 220 of the 500 right there.

Mr. Sheppard: The least the minister will give out is five in one area, isn't it? Do you go that low?

Hon. Mr. Grossman: I try for as much funding as I can get. In 1980-81 we had 1,000 beds for the province.

I can give you the list of the 500 beds that were given out this year. Elgin county got 56; Peel was fortunate enough to get 55; Gananoque got 25; North Bay, 23; Niagara Falls, 60; Toronto, 100; Ottawa, 47—I was wrong; Lakefield, near Peterborough, 25; Collingwood, 20; Espanola, 30; Renfrew, nine; Grenville, 12; Lambton, three; Simcoe, 10; and another 10 in Peel. I think there are 15 not accounted for which will be given out in two units of five and 10, depending on certain circumstances.

Mr. McClellan: If I may just clarify the record, the minister gave me a handout saying where the 302 Metro nursing home beds from the 1,000 allocated in 1980-81 had gone. He said 302 had gone to Metro, but I think we should also point out, if my mathematics are right, only 88 of them are actually open as of today's date.

Hon. Mr. Grossman: That's right.

Mr. Chairman: For the record.

Mr. McClellan: That is very consoling. I suppose the 80 or 81 beds will all be open by

March 1984, according to the ministry's hand-out today.

Hon. Mr. Grossman: That is correct.

Now to be fair—before Mr. McClellan has unimpeded access to the transcript—the bulk of the beds outstanding are the 120 which are for the major facility I spoke about a moment ago at Northwestern. They've had some soil problems which delayed the construction for some time.

Mr. McClellan: For four years.

Hon. Mr. Grossman: In any case, the—

Mr. McClellan: This is 1980-81. I hate to tell you this but this is January 1981. They were promised in December of 1981.

Hon. Mr. Grossman: That is right.

Mr. McClellan: I just happen to have the promise right here: December 1, 1981, page 4079 of Hansard.

Hon. Mr. Grossman: Well now, the proposal calls would have gone out in 1982. If they had to go out and come in and be assessed, it would have taken about four or five months. For a major project like that to be built, even if they had no soil problems, it would probably take a year and a half.

4:20 p.m.

Mr. McClellan: Sure.

Hon. Mr. Grossman: Let me agree with you that the process from announcement to construction and opening took too long.

Mr. McClellan: Thank you so much.

Hon. Mr. Grossman: We are reviewing both the tender call process, the response time and the construction time with a view to speeding it up. We're also going through the awards that are outstanding for 1981-82 and 1982-83 to see if we can shorten the process.

Mr. McClellan: Fine, to be fair, you're still lumbering under the burden of Dennis Timbrell and his regime, but this is the last estimate where you can plead that excuse. You've been pleading that excuse ever since you started.

Hon. Mr. Grossman: I have not pleaded it once. In fact, I have had the benefit of the infrastructure in place. He was successful in getting 1,000 beds in 1980-81, 500 beds last year. I only hope I can be as successful.

Mr. McClellan: One thousand beds promised. Empty promises are so easy to finance, aren't they?

Hon. Mr. Grossman: They are not empty. They are being put in place right now.

Mr. Sheppard: He's not the New Democratic Party.

Mr. McClellan: I don't promise beds, you do; and I don't fail to deliver them, you do.

Hon. Mr. Grossman: They are being delivered, not as quickly as you would like.

Mr. Chairman: Let us skip the partisanship. Mr. McGuigan, can you set—

Mr. McClellan: That's my job.

Hon. Mr. Grossman: But not mine.

Interjection: Imagine bringing politics into a place like this.

Mr. McGuigan: I believe you're allowing a fair amount of leniency in the topics.

Mr. Chairman: Yes, we always do.

Mr. McGuigan: I have two matters concerning the Ontario health insurance plan. First, I have a letter from a Mrs. M. Bartlett, RR 6, Merlin, Ontario. Mrs. Bartlett is a victim of cancer of the throat, and has been for a few years. She uses a small gadget that she has to press against her throat to enable her to talk. She said that two months ago the London paper had an article in it about a new operation where they can place a small instrument in the throat to press against a certain area, to enable a person to talk without having to use the hand instrument.

OHIP considers this a luxury and will not pay for the operation. She thinks they are unfair about this. If this operation was performed, it would enable her to do away with the hand instrument. She would like me to look into this.

Apparently there is a society or a group of people that held a meeting—the laryngectomy symposium—in the Holiday Inn on October 30, 1982. I have the article here from the London paper. I don't have the date on it, but it would be some time last summer. It tells about a 60-year-old lady from Burlington who had this operation. OHIP paid for a device that allows her to speak if she presses her finger to it with each word. What they want though is this other device. It's a solid silver device that costs \$500 or \$600.

This is a lady whose name is Kenyon. Her monthly income from a factory pension and Canada pension plan disability benefits is only \$396.

She goes on comparing it to a good many other operations, but I don't think there is anything in particular to be gained in comparing one operation with another, because what might seem right to one person is not to another.

Is there any possibility of financing these things? It is called a Tucker valve.

Mr. Chairman: Have you finished your question?

Mr. McGuigan: Yes, I asked if there was any possibility of financing these Tucker valves.

Hon. Mr. Grossman: If my understanding of the procedure and the device is accurate, the Ontario Hospital Association, after discussions with the ministry and at the request of the ministry, has now agreed to make sure that those are paid for by the hospitals.

There is good news for you. Another promise kept by the Ministry of Health.

Mr. McClellan: That makes one and a half.

Mr. McGuigan: I have another matter on OHIP. I've been watching the continuing debate about abortion. I don't start out from any red-hot position as anti-abortionist. As a matter of fact, in the election I was pestered daily by an anti-abortion group that threatened me. They were blackmailing me by saying they would publish certain things unless I agreed to their demands to be on their side. This, I think, is actually a violation of some of the federal election laws. Anyway, I told them to jump in the lake. Fortunately, my opponent treated them the same way.

Hon. Mr. Grossman: Your opponent was a fair man.

Mr. McGuigan: Yes, I always agreed about that.

Hon. Mr. Grossman: He's a good guy. I don't know both of them, I only know the one who was supposed to win.

Mr. Chairman: Anyway, if you could continue, Mr. McGuigan, with the gist of your question.

Mr. McGuigan: There is a lot more information coming forward. I sort of followed this when I was critic for women's agencies. It seems to me we're moving more and more towards a stance where it's very difficult to support abortion.

Have you seen any of the material from Dr. Morgenson, who claims responsibility for getting the court change in the United States that led to the abortion laws over there? I saw him on television the other day. He personally performed about 6,000 abortions. He supervised, I think he said, about 12,000 others. He was responsible, under his administration, for about 60,000. He is now a vociferous opponent of abortion.

He and Morgentaler had a debate. I didn't see it, but it was in the paper. One of the points he

brings out is that when he started out, some 20 years or so ago, they didn't have the scientific knowledge of the fetus they have today. He pointed out that they now can measure brain waves at three months. He said as the technology is improved, it's just a matter of time before brain waves will be obtained at a much earlier period of gestation.

We now have these sonic machines with which you can actually get a picture of the child in the womb. As a matter of fact, one of the young married women on the staff today was telling us about seeing her own baby moving around. It's coming out into the open as part of the human family, even though it's hidden inside the body.

As we move more and more along with the knowledge of science our social values change, too. One of the first instances would be when we did away with hanging, not so much because we felt sorry for the person who may have deserved to be hanged but because carrying it out was a diminution of our own person.

We're far more open in our society. We've changed the rape laws to make it much easier to convict people who violate women. We are concerned about the abuse of spouses; it turns out that about 90 per cent of the spouses who are abused are women. We are far more concerned about the abuse of children. I think our standing committee on social development is going ahead on a study of the abuse of children. We are moving more and more towards the protection of human life.

Of course, I know it is a federal matter—the law on whether it is a crime to commit an abortion—and they have taken it away from the Criminal Code. The thing that people come to me about is the fact that OHIP is financing abortions.

4:30 p.m.

I am wondering if you are starting to look at this and realize that you are going to have to face up to it—all of us are going to have to face up to this situation—as more and more evidence accumulates and as the public perception changes. I see it swinging against abortion.

Regardless of whether the public swings that way or not, certainly from my own conscience and the more I learn about it, the less comfortable I am with that stand. In fact, I am highly uncomfortable with it, really. I wasn't that way when I came here five years ago. How do you feel about it?

Hon. Mr. Grossman: I think the Ministry of

Health has currently an obligation to provide, through the hospitals, those services which are lawful under the Criminal Code. Currently, this is one of them, and doctors, exercising their medical judgement, do therapeutic abortions. They are making medically based judgements; the abortions they are doing are medically justifiable. That is why we have therapeutic abortion clinics.

Given that it is a medical procedure, given that it is provided for under the Criminal Code, we really have no choice but to provide coverage, as the law requires us to do, for medical services throughout the province.

Mr. McGuigan: What do you say to these people—and many doctors are saying this—that the safest procedure of all is birth; that there is nothing about pregnancy that is safe, but that an abortion itself is the more risky operation?

Hon. Mr. Grossman: As I understand it, the therapeutic abortion committees are there to deal with that kind of issue. Presumably, where a therapeutic abortion committee is making a recommendation that an abortion be proceeded with, they are doing it because that is medically what is best for the patient. I presume that in those cases where they are not proceeding they have reached the conclusion you have just outlined.

Mr. McGuigan: I certainly hope you are correct, but I seem to have a lot of doubts in my own mind whether they are medically necessary or not. I just throw out to you, as an observer, that I think we are moving more and more, in the public mind, to a position against abortion, except in some very dire circumstances. I think any fair-minded person would have to allow some situations might have to be taken care of.

I have another area I would like to speak about. I am getting quite a lot of mail and have seen a number of articles in the papers about bulk food sales. I understand that your ministry is drawing up a system of guidelines as to how to handle this.

Hon. Mr. Grossman: I will ask Dr. Suttie to explain to you what we are doing in that area.

Dr. Suttie: Mr. Chairman, some of our ministry officials are presently working with the Retail Council of Canada in developing guidelines for this. It is an area of some considerable concern. I think the Retail Council of Canada, and so forth, have already been in touch with supermarkets about adequate supervision, because that is one of the problems.

We expect, within a month, to have some

guidelines from the Retail Council of Canada for consideration, so we will have a look at these and see whether they are feasible and see whether they address the issues.

Medical officers of health, and others, have obviously expressed some concern about this. As I said, the outcome of the deliberations with the Retail Council of Canada is imminent within a month.

Mr. McClellan: Have medical officers of health found unsanitary conditions? I shop in my neighbourhood Loblaws and I have to tell you it is quite nauseating. It is an appalling situation. You have masses of uncovered bins of all kinds of goods and all kinds of people sticking their hands into them.

Hon. Mr. Grossman: You don't live far from me; which Loblaws?

Mr. McClellan: At Bathurst and St. Clair.

Hon. Mr. Grossman: That is what I was afraid of. It is in my riding.

Mr. McClellan: Really, it is not a good situation, and it is not very reassuring to hear you say you are going to sit down with the retail council. I want to know what kind of public health enforcement is taking place.

Dr. Suttie: May I answer your first point? I didn't say we were going to sit down, I said we had been sitting down and we will have something by the end of this month.

Second, I have no reason to suspect that our energetic public health inspectors have let this go by. I have no specific instances of horrendous concern before me at this moment. I have no doubt that they have found the occasional mechanized insect, or whatever it may be. The fact is that, generally, this is a greater potential health hazard in terms of innocent contamination, by someone smoking, for example.

Mr. McClellan: Someone flicking their ashes into the bin?

Dr. Suttie: Samplings, and so forth. It is a classic hazard, they know it well. The health inspection systems are in order, we have recognized the issue, we have talked to the Retail Council of Canada and we have an imminent date for something to be set up.

Mr. McClellan: Do you know what I would bet would be an interesting experiment? I don't have the staff to do it. Put someone with a pencil and a pad in the bin section and see what they come up with after eight hours.

Dr. Suttie: It wouldn't surprise me if one or two of our own officers have done that.

Mr. McClellan: See how many children fall into them.

Mr. McGuigan: Are you outlawing specific food items that cannot be sold in bulk?

Dr. Suttie: That is a detail that Dr. Blake might be able to answer.

Mr. McGuigan: Do you have the authority to do that?

Dr. Blake: What they have done is demand that certain food products be separated from nonfood products, or nonhuman food products.

Mr. Chairman: You should probably take a seat so your comments will be a little louder, Dr. Blake.

Dr. Blake: The public health inspectors have demanded that the food items be separated from the nonhuman food items, the dog biscuits and so on. So far, they are having great co-operation from the shops they have talked to.

They are demanding covered bins and scoops or pincers with which to lift out the food. Many of the stores have put a person on duty at all times in the area of the bulk food. She is allegedly there to weigh the food and so on, but she is also there to supervise. Not all of them have reached that stage yet.

Mr. McGuigan: The dog food really doesn't worry me as much as other items, because presumably that dog food has been sterilized through the processes of manufacturing; it is probably safe.

Dr. Blake: I am not so sure that the biscuits have been sterilized.

Mr. McClellan: It is a question of volume, too. Right around the corner at Bathurst and St. Clair there are health food stores which have the same kind of bins, and one is totally comfortable about going in there and shopping out of the bins; at least, I am.

No? Do you think I'm crazy?

Interjections.

Hon. Mr. Grossman: Don't answer that. It's near the end of the estimates.

Mr. McClellan: I guess I won't pursue this. I will wait for your report.

Mr. McGuigan: If you determine certain food is not to be sold in bulk, does your health act give you authority to stop that? I don't want to indict any particular item, but milk powder sold in bulk would make me nervous.

4:40 p.m.

Dr. Blake: Yes, there are rules for what are called hazard-prone foods, toxin-prone foods. I don't believe milk powder happens to be one, but liquid milk certainly is. Anything that will sustain the growth of bacteria; eggs and so on.

Mr. McClellan: Ice cream?

Dr. Blake: Yes.

Mr. McGuigan: Regarding powdered milk; handled under normal circumstances it wouldn't sustain bacteria unless it had some moisture, but you really cannot be sure some moisture won't get in in the handling process. I suspect even a drop of sweat or something from a person dripping in there could provide enough moisture.

If you want to leave the room, Larry, you can leave. It's down the hall.

Salmonella spreads very rapidly and has to be in every food store because of the poultry. It has to be there. It's probably all-pervasive.

Dr. Blake: It would be unusual if it weren't there.

Mr. McGuigan: Wherever there is food. That would be a wonderful breeding spot for that particular item.

When you get your list and your guidelines, have you considered having some joint inspection? There are, say, fruit and vegetable inspectors, and meat inspectors. There are various other food inspectors in the store. Could you give them that job, rather than giving it to the public health people?

Dr. Blake: No, the public health inspectors are responsible for the food-handling practices and so on in the retail stores.

Mr. McGuigan: But do they visit as often as they would now be required to visit?

Dr. Blake: Yes, and the minimum frequency of inspections is going to be addressed in the guidelines to the Health Protection Act, too.

Mr. McGuigan: You feel that this is going to be taken care of?

Dr. Blake: We are in there more often than the other types of inspectors.

Mr. McGuigan: In the last 50 years we have become a very sanitized society. Sometimes, of course, we might think we are oversanitized. One of the consequences of that is that we are probably not as resistant to some of these things as we were a couple of generations ago. You have a large volume of people going through these places. If anything ever did get rolling you would have a lot of people affected in a short time, I would think.

It would really worry me. Does it worry you?

Dr. Blake: Yes, it does worry us.

Mr. McGuigan: I'm glad to hear you're doing something about it. I really don't want to suggest that bulk foods be banned. I don't feel we should ban them, but it certainly is a matter of a great deal of concern to me that we proceed as quickly and expeditiously as possible to try to get this list worked out.

Mr. Chairman: Any further questions?

Mr. McClellan: I have just a couple of short questions and then maybe we can start passing the votes. This has to do with OHIP statistics.

It has come to my attention that increasing numbers of companies are requiring employees to obtain a medical certificate in order to verify the validity of an absence from work. I am just curious. It seems to me there are more sensible ways in which to deal with the problem of absenteeism and all of the many complex causes of absenteeism like lack of job satisfaction than requiring employees to obtain a doctor's certificate.

From my own perspective, in trying to come to some understanding of this phenomenon in a preliminary way, are there any statistics on the number of OHIP claims that are submitted under this category as the result of an employer's insistence that the employee produce a medical certificate in order to validate an absence from work? Do you record that data?

Mr. LeNeveu: Technically, a physician is not allowed to charge OHIP for issuing a medical certificate.

Mr. McClellan: Really?

Mr. LeNeveu: Theoretically, he would charge the patient or perhaps indirectly through the company. However, there is a good possibility that when the patient came in there may have been a minor examination to have the person's health assessed and some medical advice given. OHIP may have been charged for that service.

I guess the short answer to your question is we really would have no handle at all on the extent of that type of exercise going on.

Mr. McClellan: That was quite interesting. The minister would be interested in this. Both Local 43 and Local 79 of the municipality of Metropolitan Toronto's bargaining units brought to my attention the fact that workers are required as a matter of personnel policy to bring in a medical certificate after a certain number of absences. I assume these are all being billed through OHIP.

Mr. LeNeveu: In many large organizations, of course, there may be a medical practitioner on

staff and an employee may be asked to see that doctor.

Mr. McClellan: Could you cite me the reference in the Health Insurance Act or regulations that would preclude this? If you don't have it at hand, perhaps you could get it.

Mr. LeNeveu: I don't think there's a reference precluding it, but—

Hon. Mr. Grossman: It's not included.

Mr. McClellan: It's not insured?

Mr. LeNeveu: OHIP is supposed to pay for medically necessary services.

Mr. McClellan: Sure, you've answered my question.

The second query is about the status of hospital planning in the great city of Hamilton. I don't think we've done that. I did miss some days earlier in the estimates when there were other things going on that I was required to attend. I don't want to waste the time of the committee if it has been done, but I don't think it has been done.

There is enormous concern within that community, first, that the hospital system is overburdened and, second, that the east end of the city is not adequately served. Many people will argue that there is need for an additional hospital in the east end, both to reduce the pressure on the existing hospital system within Hamilton and, second, because of the distances involved and the difficulty in negotiating the city. Hamilton is not an easy city to negotiate your way through, even in an ambulance. Part of it is up on a mountain and the rest of it is one way. There are serious problems with respect to emergency service if you happen to live in the outer fringes of the east end.

Again, without wanting to take a tremendous amount of time, perhaps the minister could give us an update on the status of hospital planning for that great city.

Hon. Mr. Grossman: First of all, as you know with regard to the east end situation, we have an east end facility being planned and under way which will at that time alleviate some of the problems in the east end of the city. I think St. Joseph's Hospital has agreed to run it for us. I think that will work out very well.

Mr. McClellan: Do you want to give us a little bit of detail just for the record?

Hon. Mr. Grossman: On the east end facility?

Mr. McClellan: Yes.

Dr. Dyer: It will have full clinic facilities operating 24 hours a day. It can be staffed for

that. The important part of this is that it will offer all of the outpatient services and will have the backing of a major teaching facility in terms of a backup. That was one of the reasons for arranging that the operation be a satellite of the St. Joseph's Hospital.

Mr. McClellan: What about emergency services? Will they be incorporated into the planning?

Dr. Dyer: The current plans include emergency services. Whether it will be 24 hours a day or not will depend on what the requirements are.

Mr. McClellan: Where are we in the planning stage? How far along? What is the projected starting date? What is the projected completion date?

Dr. Dyer: I have not got those details here. I can get them for you.

Hon. Mr. Grossman: I might continue with some of the other information on Hamilton.

In acute care beds, Hamilton has 3.7 per thousand, while the provincial guideline is 3.5, which seems to work out reasonably well in most circumstances. January, as you may know, is traditionally an extraordinarily busy month for emergency departments. Perhaps Dr. Dyer or Dr. Psutka could tell us why, but it is so for emergencies.

Hamilton is also above the provincial guideline in extended care beds. It has 1,629 which, under the provincial guideline, would be 11 above the provincial average, though you will not be surprised to hear that 60 of those are under construction.

Mr. McClellan: It does not reassure anyone to have any reference made to the bed population ratios.

Hon. Mr. Grossman: I understand that, but in terms of whether Hamilton is underserved or not, it is a fair measure.

Mr. McClellan: What is the ratio in Toronto?

Hon. Mr. Grossman: I think it is 3.5 or 2.5. Do you want to answer?

Dr. Dyer: In Toronto, we are 1,000 beds over the ratio.

Hon. Mr. Grossman: So it is more than 3.5.

There were 469 chronic beds, as of March 31, 1982, against 548 allocated by the ministry. So there is a shortfall between those allocated and those operating right now. That would alleviate a good portion of the problem. Henderson Hospital will open 38 of those beds in June of this year. That in itself would alleviate almost

all, if not all, of the problem that they ran into this current month.

4:50 p.m.

There was some thought that Henderson and Chedoke-McMaster would have been involved in opening the 60 chronic beds which were approved about a year and a half ago, I think, and which were to be operated by Chedoke-McMaster, but they could not get them in place until the hospital was redeveloped. The district health council then came back to us and asked for approval to locate 38 of those beds temporarily at the Henderson Hospital, which are the beds that will open this year. Those will be open in June 1983, with a further number to open later on.

All in all, given that we have really only faced a serious problem in Hamilton in January, and with some more beds to open, I think it is a manageable situation, to get us by until the east end facility is open.

Dr. Dyer: The last meeting I had with them was to establish who would operate the facility. They went away and decided, with the district health council, that it would be St. Joseph's Hospital. The only information we have at present is that they are going ahead and developing the plan for the facility, in terms of the services to be rendered, and we have not seen or had that operational plan submitted to us yet. I understand that it does include a 16-hour emergency operation at present.

We are awaiting a response in turn from St. Joseph's Hospital. Now they have been named the owner and operator of the facility, we are waiting for them to submit to us what they foresee as the requirements.

Mr. McClellan: Are you talking about capital requirements?

Dr. Dyer: Identified capital has been set aside for this.

Mr. McClellan: Is it in the budget?

Dr. Dyer: Yes. As I recall, a question came up about the land acquisition. They wanted to acquire a larger piece of land that could, eventually, in their mind, help the hospital. We told them about our commitment, because we are funding the land acquisition, inasmuch as it is part of a teaching hospital, and that is unusual. We cannot do that for public hospitals, but we do for teaching hospitals. We were paying for the land acquisition as part of the overall construction costs.

Mr. McClellan: Were you saying you are not willing to—

Dr. Dyer: We are paying for the land acquisition required for the facility.

Mr. McClellan: But not for any future hospital.

Dr. Dyer: That is right. If they want to purchase land beyond that, that is within their purview, if the hospital wishes to do that.

Mr. McClellan: It reminds me of the library at the University of Toronto, which was built to a capacity of two storeys. It had to be replaced at quintuple the cost of building—is this not classic?

Dr. Dyer: Our commitment at this time is to clinic facilities. We have only the authority to—

Mr. McClellan: I understand that, but you have the opportunity to buy land at 1983 prices. You must have some projections as to long-term hospital need in a community like Hamilton, or do you?

Dr. Dyer: Our long-range plans for this time include only the clinic facility. That is the commitment we have made. If in its long-range plans the hospital wishes to acquire additional properties for future expansion, as many hospitals do, and if it does so at whatever time we authorize the construction of a hospital, as part of a teaching expansion hospital, then that land acquisition cost would be included so it could recover that at some time in the future. We cannot include it at this time because the 15 acres they wanted to acquire was more than what was required for the approved facility.

Mr. McClellan: Assuming that everything goes swimmingly from this point on, when would be the earliest that the facility would be able to open?

Dr. Dyer: I think it would likely be an 18-month time frame.

Hon. Mr. Grossman: Say early 1985.

Dr. Dyer: The approval to go ahead is there. It is a matter of supplying and fulfilling the requirements for planning and so on. There is nothing holding it up except the process of architectural planning and submitting of the operational plans.

Mr. McClellan: Just one last question. I will pursue everything else in the Legislature. Have you had a change of heart on sections 66 and 67 of the health act?

Hon. Mr. Grossman: Not yet. I did have an opportunity to read your remarks made in the justice committee during the Attorney General's estimates and I thought that perhaps, having

heard his words of wisdom, you might have changed your mind.

Mr. McClellan: Did you read what he said?

Hon. Mr. Grossman: Yes, I did. He did acknowledge an understanding of our concerns and the medical community's concerns; and I think he did also acknowledge it was far from clear there was a problem with the Charter of Rights. I think you invited him to say that—

Mr. McClellan: He stonewalled as usual: that is not fair, I withdraw that; but he refused to answer the question. I reread what he said on Monday of this week, so it is still in my mind.

Hon. Mr. Grossman: I read it on Sunday. I did, as it happens.

Mr. McClellan: I read it on Monday and you read it on Sunday. He said that he could not share with me the opinions he held on the matter because he had provided legal advice to your ministry and there was a solicitor-client relationship, if you can believe it. At this point, he said, he was not able to say what advice he had provided.

My understanding is that his legal advisers advised your legal advisers that you have an obligation under the terms of the Charter of Rights to implement the section.

Hon. Mr. Grossman: No, with respect, I do not think that is what he said.

Mr. McClellan: All right, what did he say then? He would not share the information with us, which is the only reason I am raising it again. All I am asking is what is the legal opinion of the government of Ontario with respect to its obligation under the charter?

5 p.m.

Hon. Mr. Grossman: Let me be clear that we are seeking a firming up of the advice we have. We had some subsequent questions to ask. You will have the legal opinion, because if in fact the charter requires that we implement it, it will be implemented. It is that simple.

Mr. McClellan: Well, maybe.

Hon. Mr. Grossman: Sure it is.

Mr. McClellan: It is probably going to be necessary and I can guarantee you that it will happen. Either that or it will be taken before the courts and then you will have to obey a court order, because Mr. McMurtry always loses his cases. Then you will start scrambling around to see how we are going to tailor our policies to meet the imperatives of the court.

It is a lot more sensible to pursue the obvious course.

Hon. Mr. Grossman: The only thing I can add right now is that our strategy is not to wait until we are challenged. Our strategy is to see whether we are in compliance with the charter or not, and if we are not to see what has to be done to bring us into compliance and make those changes.

I know it is something you reject; but indeed that may mean I will be coming back to the House with a request for a different configuration to sections 66 and 67, I guess 67 more so.

Mr. McClellan: We will just wait and see. What I would like to know is when the policy is going to be announced, because my problem now is—it is not a huge problem—that no one knows your position with respect to this. It is being studied, and that is fair, totally legitimate. Mr. McMurtry's trick is to procrastinate ad infinitum, and I just tell you that the mood is not to permit the usual procrastination.

Hon. Mr. Grossman: Listen, if there is procrastination you should not lay it at the feet of my colleague. It is our responsibility in this ministry to implement or not. There is no procrastination by the Ministry of the Attorney General. They have provided us with the advice.

Mr. McClellan: You are admitting that you are the ones who are procrastinating?

Hon. Mr. Grossman: No. I expressed my concerns in the statement I made earlier in the estimates.

I am being quite honest. The assembly passed sections 66 and 67; I worry that it was an overlegalistic procedure. I am quite frankly not satisfied that it meets all of the medical requirements as this minister sees them.

Therefore I have decided to do two things. One, get a legal opinion with regard to what obligations we have in order to meet the Charter of Rights provision; and second, to see if there is a different configuration we can put on sections 66 and 67 which will meet both the legal requirements and what I consider to be the medical and health care concerns that have been expressed.

Mr. McClellan: When will that be? Give us some time frame. I mean it was passed in 1978.

Hon. Mr. Grossman: Yes, it was. I can tell you that we are going to know fairly precisely what the legal position is in the next month or so. After that time I will be able to reflect with more certainty on where we might be going.

Mr. McClellan: That is very helpful.

Hon. Mr. Grossman: I am not anxious to delay it.

Mr. McGuigan: I have a couple of questions that my esteemed colleague, Ms. Copps, left me. She was not able to be here today. She is asking about the absence period from nursing homes. I think the limit is three days, is that correct?

Hon. Mr. Grossman: It is 72 hours.

Mr. McGuigan: So that is three days then, or the equivalent of three days I guess. I realize, of course, that we cannot have these beds empty, but I am wondering if that is long enough to accommodate the various things that come up in a person's life.

Hon. Mr. Grossman: I know that both you and Mr. McClellan like to keep track of the dates when I will get back, but that policy is currently under review and within one month we hope to have a revision to that provision. It is a difficult one.

Mr. McGuigan: Ms. Copps asks another question. She is asking about experimental surgery to do with a colostomy, which apparently does away with external receptacles. Do you know anything about it? I certainly don't understand much of it myself.

Dr. Dyer: Perhaps you could clarify the question.

Mr. McGuigan: She said that for some seven years there has been experimental surgery to do away with having an external receptacle in a colostomy case; apparently there is some corrective surgery that would join up the proper parts of the body. I am not sure.

Hon. Mr. Grossman: Perhaps she could write us on that and we will investigate it for her.

Dr. Dyer: There is a variety of surgery that produces a pouch within the body—

Mr. McGuigan: I think that's what she is talking about.

Dr. Dyer: —using other parts of the bowel, depending upon the particular function that has been interrupted. For many years there have been different replacements for bladders that have been used internally as opposed to externally.

We would have to know the particulars to see exactly what she wants. Some of that is still experimental.

Mr. McGuigan: I think what she was asking is what stage it is at; is it past the experimental stage?

Dr. Dyer: There is such a variety. If she referred to a particular thing I think we could find something specific about it.

Mr. McGuigan: Okay. I have a couple of other questions.

Where do we stand with the nursing people we brought in from Britain to look after people's feet, as opposed to podiatrists? How has that program worked?

Hon. Mr. Grossman: The chiropodists? We now have a program at George Brown College—I think we will be into the third year of the program this year—where we are training Canadian students to become chiropodists, as opposed to fee-for-service podiatrists, who are trained, I think, in the United States.

Mr. McGuigan: Are these people in practice now?

Hon. Mr. Grossman: No. It is a three-year course and we have just finished the second year of the course.

Mr. McGuigan: There is no way yet of judging how well they are able to take the place of the podiatrists?

Hon. Mr. Grossman: We have some chiropodists here training those people and we are quite satisfied that is going to work out well.

Mr. McGuigan: What about the osteopaths? We get a lot of information from them and we receive a number of inquiries from constituents who are concerned about the fact that it is a dying branch of medicine. Do you still maintain your position, which is, I believe, that they cannot be certified in Ontario? They train in the United States.

Hon. Mr. Grossman: Osteopaths can, in fact, practise in Ontario.

Mr. McGuigan: They go over to the United States for their training and then they stay there.

Hon. Mr. Grossman: There are 21 here now, under the Drugless Practitioners Act. They immigrate here.

Mr. McGuigan: They can?

Hon. Mr. Grossman: Yes, they can immigrate here. There is no restriction against immigration here for an osteopath. So far, the decision is that they are not trained here. I have been asked by those interested to have a look at that situation.

Mr. McClellan: That is under review, is it?

Hon. Mr. Grossman: We have been looking at it; I would not say it is under review in terms of an intense study going on, but we are thinking it through in the ministry.

One of the problems is the whole question of medical manpower, and any new course would

simply add medical manpower. We don't think it would help us and it obviously would be counterproductive in terms of medical manpower.

Mr. McGuigan: You are concerned that we will have too many, is that it?

Hon. Mr. Grossman: Yes, that's right. We are thinking that through. I have asked my staff to look at it again. We have had some discussions on the osteopath situation.

5:10 p.m.

Mr. McGuigan: I would have to say I can't judge the ability of various branches of medicine, but it would seem wrong to me that you suppress one in order to try to correct the—

Hon. Mr. Grossman: I don't think it is fair to say we are suppressing one. The question is not whether they are entitled to practise here, because they are entitled to practise here. The question is really whether we should go into training them and, of course, we don't set up a training program just to put out one or two.

Therefore, given there is an opportunity for them to practise here although they are not trained here, the question is will we mount a training program, at some cost to the government, and are we going to turn out enough to justify the training program? If we turned out enough, then there would be a substantial addition to the medical manpower scenario.

My deputy is just reminding me that osteopathy was, we are informed, developed in the United States partly because of a shortage of medical manpower at that time. The history since then may have been different and I believe those who are patients of osteopaths in the US and in Canada feel very strongly about their uniqueness in the different kinds of services they provide.

In terms of trying to decide whether to go another step from allowing them to practise here towards beginning to train, there would have to be decent numbers. You can understand our concern.

Mr. McGuigan: There must be quite an incentive for those who go from Canada to the United States to train. According to the information I have they invariably end up staying there. Are they paid less here under OHIP than doctors? Are there restrictions on them?

Hon. Mr. Grossman: The scope of practice is smaller, therefore their ultimate remuneration would be somewhat smaller than doctors.

Mr. McGuigan: In other words, there are fewer things they can do.

Hon. Mr. Grossman: Substantially fewer.

Mr. McGuigan: Would a visit get the same fee as a visit to a doctor, or is it a lower fee?

Hon. Mr. Grossman: No, a lower fee.

Mr. McGuigan: That, in itself, would be pretty discouraging for a person who takes about, what, six years, in medical training; about the same length of time in their training as—

Hon. Mr. Grossman: About the same length of time, yes. It is not the same medical training.

Mr. McGuigan: No, it is not the same, but it is an extensive course. It's not an overnight course.

Hon. Mr. Grossman: It's a different course.

Mr. McGuigan: There are quite a few people concerned about it—

Hon. Mr. Grossman: Yes, there are.

Mr. McGuigan: —and I want to keep that in front of you.

Hon. Mr. Grossman: I think it is important to indicate to them that I think there is opportunity for osteopaths to come here and to practise here. There is no inhibition here, and I think the terms under which they can practise ensure them of a decent income. They may stay in the United States, as you say, but that is not unique to the United States and does not indicate incentives.

It is one of the things we face here, for example, with a number of people coming here for residency programs; it often happens that when you go somewhere to train you end up developing a wish to stay.

Mr. McClellan: Do you have the AWOL stats for Queen Street?

Hon. Mr. Grossman: Oh yes; I am sorry.

Mr. Chairman: The third request, I believe, by Mr. McClellan.

Hon. Mr. Grossman: We satisfy all requests.

Mr. Chairman: With the committee's permission, I have one question to ask the minister. It is related to health care in northern Ontario and, in particular, the program you have in place which, I believe, is entitled the underserved area program.

As we sit through these committee deliberations the Women's College Hospital has a program, initiated by a community organization, for 60 physicians, many of them with 30 years of experience, and some excellent specialists. About 60 of them are attending classes from

nine until five, five days a week. They are refugee physicians who came from Poland just prior to the martial law declaration.

They made a request to the federal government to have this course approved under the National Training Act, which provides them with \$70 a week or something for that period. They are not employed. Many of them have families. The federal government has indicated it would approve that course if the Minister of Education in Ontario would consider that as an English as a second language course.

These doctors are studying medical terminology in English prior to writing the certification exam. Many of them, as I say, are specialists in many areas and would be a great asset if recruited for the parts of northern Ontario where there is acute need. The Ministry of Education, in refusing this, quotes the Minister of Health and the fact that apparently there are too many doctors in Ontario.

A reply to a member of Parliament says: "The Ministry of Health has identified that the supply of medical manpower in Ontario is more than adequate and will increase through the 1980s. Given this information on the basis of occupational demand, we cannot support the program."

Since the recruitment drive you have offers bursaries for students in exchange for northern service after graduation, would it be possible to look at the internship program or some form of assistance to encourage experienced refugee, immigrant doctors, in this case 60 of them, to consider careers in the north; to look at this program which is now financed totally by the Canadian Polish Congress?

I just wondered whether or not I could still pursue this and give the community some indication there is a need and there are possibilities. These people are willing, even after writing their certification exam, to work anywhere, during the first year or whatever period of internship. The argument of the Ministry of Education may apply to areas like Metropolitan Toronto, but there are needs in certain parts of the province that would be served by these professionals.

Hon. Mr. Grossman: First, our obvious need is not in the urban centres but in northern communities particularly. The hurdles are as follows: they would really have to undertake to practise in an underserved area. Our second concern is that there are already about 100 doctors who are seeking intern positions and

have been for some time and it would be difficult—

Mr. Chairman: Is that in the north?

Hon. Mr. Grossman: They are seeking internships in order to get their certificate. It would be difficult to jump those 100 people for another group of people. It would hardly be equitable or fair to those people who are now seeking intern positions. That is our problem, and it all comes back to the manpower question.

Mr. Chairman: Could they apply a year from now? When you say 100, is that the ceiling for this year?

Hon. Mr. Grossman: It affects people right now, but with the kind of situation we are now facing I must say that I do not see much improvement in those numbers.

Mr. Chairman: You seem to indicate in your statement that you are doing everything in your power to encourage more doctors to go up north. It gave the impression to me and to others that you try to attract both specialists and doctors to practise and to settle in the north. Is that need still there?

Hon. Mr. Grossman: Absolutely. Dr. Copeman has done a marvellous job of trying, and succeeding, in getting doctors for the north. I am told he met with this group the other day. He might be able to expand.

5:20 p.m.

Mr. McGuigan: If you have a minute, I will tell you about a particular case. It is really tragic in my view, because this chap was a doctor in Romania who had practised for three or four years. I cannot see how that man would ever be happy being anything else but a doctor. He married a Canadian girl and came over here and he ran into this business of trying to qualify. He wrote the exams twice. He got 60 marks and I think he should have had 70. English was the big problem, the terminology and so on.

You only have your application in for a year and then they destroy the records and you have to apply again. They do not send the records back to you; they destroy them. He had to send back to Romania to get new records, he only had one set, but because he had taken their investment in his education away from there they would not give him any further records.

The prime minister or whatever, the head of the Romanian government, was visiting Canada and he had an appointment with Mark MacGuigan who was going to make a compassionate case for this man as a goodwill gesture to help

someone out. At the last minute the visit was called off.

Anyway, this chap has now gone back to university and is going through the whole thing again, all because he could not get a small course to upgrade himself. I think he is going to make it now, but what an awful delay and cost in his life and frustration.

Mr. McClellan: What happened to his records?

Mr. McGuigan: When you apply to be a doctor you go to a central application centre; you do not go to a particular university.

Mr. Chairman: Could the minister enlighten us on this problem and my question?

Mr. McClellan: Sorry, I am just curious.

Hon. Mr. Grossman: So am I. Where were the records sent and who would destroy them?

Mr. McGuigan: It was about three or four years ago. I would have to go back to my notes.

Hon. Mr. Grossman: Why not find your notes; I find it difficult to believe that any bureaucracy, even the federal one, would destroy records; or having done that they would put that up as a bar. Indeed, if I were still practising law I would not mind taking that case on behalf of someone, if the story is accurate.

Mr. McGuigan: The story was that he could not carry over to the next year.

Hon. Mr. Grossman: There may be an impediment against—I am not sure what the rule is—trying two years in a row, but the suggestion they are barred because some bureaucracy destroyed records sounds rather extreme to me and a denial of certain rights. I cannot believe they would have been destroyed and that they would hold up the destruction as a bar. If you get that information I would like to hear about it.

Mr. McGuigan: It was central to this business that he could not get them again.

Hon. Mr. Grossman: That all sounds very weird to me. Why do you not get the information?

Dr. Copeman: Dr. Abrahamowicz, a Polish-Canadian radiologist from the Humber Memorial Hospital, and a Dr. Dubisti, another Polish-Canadian doctor on the staff of the University of Toronto, came to see me on Monday of this week about this group. There are 50—you said 60; they told me 50—Polish political refugees who have come to this country in the last year. Many of these people are experienced physicians. Their age group extends from young, recent graduates up to older physicians. Many of them have families.

The Canadian Polish Congress has taken a serious interest in these people to help them. They are in Toronto now. They are using many of the staff of the University of Toronto faculty of medicine. They are on a 600-hour course, six months long, upgrading their skills in Canadian medicine.

At the end of this course, they will write a series of examinations. Upon completion of their examinations, they will be required to take an approved two-year internship in this country. Then they will be required to write their licentiate of the Medical Council of Canada examinations. Upon passing those examinations, they will then be eligible for a licence to practise medicine anywhere in this country.

Six of these people have come through the course. I don't understand how they finished the course before it is completed, but they are through. They expect there will be 30 of them finished within the next year. The balance, they feel, will complete the course successfully the following year. They then will want two years' internship. They know it is tight to obtain approved residencies. These people, I think, will be asking for some financial support. Whether they will all stay in Ontario or move across the country, I don't know at this time.

Dr. Suttie will be interested in this. Two of these doctors are psychiatrists. I have already spoken to them and told them that we are interested in them and I want to talk to them as soon as they have passed their examinations. They have assured me they will come back to me at as early a date as possible. I think the Canadian Polish Congress will be preparing some sort of brief which will be presented to government regarding these people.

Mr. Chairman: The question is just appealing to your open mind and your flexibility, Mr. Minister, understanding the problem. As the doctor explained, there is already an interest in two possible candidates. I most likely will follow this up with a letter to you.

Hon. Mr. Grossman: Our minds are open and flexible.

Mr. McClellan: From which jurisdictions are medical qualifications accepted without the requirement of additional training and licensing?

Hon. Mr. Grossman: I think it's the United States, the United Kingdom and four or five other Commonwealth countries.

Dr. Copeman: Australia and New Zealand.

Hon. Mr. Grossman: Australia and New Zealand.

Mr. McClellan: They are all English-speaking countries?

Hon. Mr. Grossman: Yes. Dr. Copeman may be able to explain it, but I am told the premise is commonality of medical practice terms and familiarity with the way medicine is practised in their country. In other words, compatibility of medical care systems and procedures is the basis, I am told.

Dr. Copeman: American physicians who have passed their national boards can come into Ontario and, by paying their fees and providing the appropriate documentation, can get a licence. Those from the other five jurisdictions, the United Kingdom, Australia, New Zealand, South Africa, and those from the United States with the state board certification, can come in and write their LMCCs and get a licence. All other jurisdictions must come into the province and do two years' internship, basically. There are a few exceptions: academic licences, educational licences and a few things like this.

Mr. McClellan: Without making a federal case of it, I can understand there needs to be a transitional period in order that the language barrier be overcome and, second, that any systems differences be overcome. I find it hard to believe that there are only five jurisdictions in the entire universe where the quality of the medical training is up to our standards and that they all happen to be English-speaking countries.

Hon. Mr. Grossman: I don't think it's the quality, it's compatibility.

Dr. Copeman: It has been some years since we discussed this with Dr. Dawson, the then registrar of the College of Physicians and Surgeons. At that time, and I suppose the same applies today, one of the difficulties in obtaining and accepting medical graduates from other countries' medical schools was the difficulty our college had in assessing the quality of educational study the student had had in an overseas university.

We would see students from medical schools that people here were not very knowledgeable about. When requests were made of the school for documentation about the course the students had been given, acceptable documentation perhaps wasn't forthcoming and there were many problems. The only way they could do it was to say: "We will put these students through a course which we know our students have to

pass. If they can pass it they are as good as our boys."

5:30 p.m.

Hon. Mr. Grossman: And girls.

Dr. Copeman: The problem was in assessing hundreds of medical schools around the world.

Mr. Robinson: Couldn't there be some form of re-examination of people coming in from the outside?

Hon. Mr. Grossman: Perhaps I might update the situation. The situation is much as Dr. Copeman has described it in its history to this point.

Again, the main criteria were trying to establish that these particular graduates, first, obviously, had been through proper courses in their home universities; and, second, that whatever training they had was, as I say, compatible with the terms, practices and customs in our jurisdiction.

Having said that, last June or July I expressed to the college my concern that surely there must be schools in jurisdictions other than those five or six which were turning out competent, highly qualified people who were able to come and fit into our system. I couldn't believe that none of all the other schools in the world was turning out graduates who could fit.

Conversely, I argued there must be some schools in those five or six countries that were turning out graduates who weren't as good as some of the graduates coming out of some of the countries in Europe where we have some leading medical discoveries every day of the year. The college listened to what we had to say and they have gone back and agreed to look at the two different levels of standards they have. They have referred to schedule 1 and schedule 2 schools. Accordingly, in February they are taking to their board another proposal to change the current way of doing things.

We have argued they should try to work harder at making those decisions based on quality of graduates, in fact, as opposed to doing it on the basis of countries. As I say, to be fair to the college, it has a basis in some common-sense rules they applied. I think in this day and age they can do a little better in weeding out the inferior and accepting the superior, regardless of country of origin—provided, of course, they're satisfied they can practise safely and comfortably in the Canadian environment.

Mr. Robinson: There would probably be some eastern bloc countries where you're not able to get the same measure of information

about individual courses or qualifications. Is that why there is this process that takes 2½ to three years to complete for a qualified physician?

Hon. Mr. Grossman: In all cases, obviously, our obligation and that of the college is to make sure we only get provably, certifiably competent people here. Whatever steps we have to take to make sure the credentials are known and understood are going to have to be taken.

I think what the college is coming to, and the purpose behind saying that some people have to take a two-year intern period here and some don't, is to say, "Yes, your academic training has been excellent and is accepted, but we feel in order to practise in the Canadian environment you have to work in the Canadian environment under the supervision of others for a period of years so you can adapt your training and your education to our hospital and medical system here."

It seems to me to be fairly reasonable.

Mr. Robinson: I don't think anyone would want to detract from the level of care, but shouldn't there be some consideration of a prequalification test, some sort of entry examination?

You may find, conversely—

Hon. Mr. Grossman: I'm sorry, there is one. It's a question of whether in addition they are going to have to do the internship.

Mr. Robinson: That's what I was trying to find out.

Mr. Runciman: This sort of ties in with what you are discussing. The Leeds, Grenville and Lanark District Health Unit problem has been hanging around, I think, for approaching two years now; they have been attempting to get a medical officer of health. They had a chap coming up from North Carolina or something. They had him hired.

Hon. Mr. Grossman: Dr. Gotay, I think.

Mr. Runciman: Dr. Gotay, that's right. Of course, they're getting to the point of frustration. As I said, it's been almost two years. I think they mentioned a number of other health units in the province that are going to be losing their MOHs in the next couple of years because of retirement, I gather.

I am just wondering what the ministry is going to do about this. Are we going to let this situation continue, or is there any pressure that can be applied to assist them in getting an MOH with the college? How can we remedy that problem?

Hon. Mr. Grossman: We have taken some steps to increase the number of medical students who are being trained to go into community medicine and who afterwards, we hope, will become MOHs.

Mr. Runciman: You hope.

Hon. Mr. Grossman: We can't be sure they are going to do that, but we also have a bursary program.

Dr. Blake: We have a training program for the medical officers of health candidates to take the master of health sciences course at the University of Toronto. This is a physician's post-graduate course, which is a requirement for being a medical officer of health.

Mr. Runciman: Dealing specifically with this health unit, I know in terms of security the history of the MOH is not all that great. I am just wondering what can be done to alleviate their problem in the near future.

Hon. Mr. Grossman: With regard to that unit?

Mr. Runciman: Yes.

Hon. Mr. Grossman: I think they have some other candidates applying.

Mr. Runciman: They are Canadian?

Hon. Mr. Grossman: I understand they are good candidates. One candidate is Canadian and there are several good candidates applying.

Mr. Runciman: So you are optimistic it will be resolved in the next six months?

Hon. Mr. Grossman: Yes, we are.

Mr. Chairman: If there are no more questions, we will proceed to carry the votes. Let us go back to the second vote, vote 3302, where we also have one supplementary estimate for the sum of \$110 million; shall the supplementary item carry as well?

Vote 3302, including supplementary, agreed to.

Hon. Mr. Grossman: Mr. Chairman, before you go further, I have some more information I promised to give Mr. McClellan on the general hospital psychiatric units in Whitby, the psychiatric hospital catchment area; that information is there. You have the AWOL figures. I will update them; the January figure is nine. We are getting there.

Mr. McClellan: Very good; nine involuntary.

Hon. Mr. Grossman: Yes; that is 1982. You see the 1981 figures at the top.

Mr. Chairman: Since you are distributing information requested by committee members,

I might as well be fair and mention that Ms. Copps wanted some information on personnel and salaries.

Hon. Mr. Grossman: Yes, we have that.

Votes 3303 and 3304 agreed to.

Mr. Chairman: That completes the estimates of the Ministry of Health. Shall these estimates be reported? Agreed.

I thank the minister and his patient staff.

Hon. Mr. Grossman: Thank you and the members of the committee.

Mr. Chairman: There was excellent questioning by the members of this committee.

Hon. Mr. Grossman: As always. I learn a great deal during the estimates.

Mr. Chairman: The meeting is adjourned.

The committee adjourned at 5:39 p.m.

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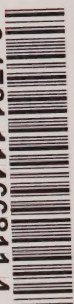
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From the Ministry of Health:

Blake, Dr. B. J., Director, Public Health Branch
 Copeman, Dr. W. J., Manager, Underserved Area Program, Program Advisory Branch
 Dyer, Dr. A. E., Associate Deputy Minister, Institutional Health Services
 LeNeveu, R. A., Assistant Deputy Minister, Administration and Health Insurance
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